GARRISON COMMON

PRELIMINARY MASTER PLAN

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ROYAL COMMISSION ON THE FUTURE OF THE TORONTO WATERFRONT

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ROYAL COMMISSION ON THE FUTURE OF THE TORONTO WATERFRONT

PRELIMINARY MASTER PLAN

GARRISON COMMON

Berridge Lewinberg Greenberg Ltd.

in association with

Hough Stansbury Woodland Ltd.

DS-Lea Associates Ltd.

Stephen Chait Consultants Ltd.

SEPTEMBER 1991

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Royal Commission on the
Future of the
Toronto Waterfront

CANADA Ontario

Commissioner
The Honourable David Crombie, P.C.

Executive Director and Counsel
Ronald L. Doering

Dear Colleague,

I am pleased to send you this copy of the Garrison Common Preliminary Master Plan. This report is in response to a request from the Ontario Minister of the Environment, also responsible for the Greater Toronto Area, asking the Commission to address the pooling of lands and the integration of future plans for Exhibition Place, Ontario Place, Fort York, HMCS York, and adjacent lands in consultation with the Ministry of Tourism and other authorities involved.

The report represents the work of many hands. It was prepared under the guidance of a steering committee composed of senior representatives from four levels of government and the special purpose agencies in the area, and chaired by the Royal Commission.

The Steering Committee used the services of a team of consultants led by Mr. Joe Berridge, of Berridge Lewinberg Greenberg Ltd., and including the firms Hough Stansbury Woodland Ltd., DS-Lea Associates Ltd., and Stephen Chait Consultants Ltd.

It is the intention of the Commission to review comments on this document for the inclusion in our final report in December 1991.

Royal Commission on the
Future of the
Toronto Waterfront

Commissioner
The Honourable David Crombie, P.C.

Executive Director and Counsel
Ronald L. Doering

Cher collègue,

Je suis heureux de vous faire parvenir copie du Plan Directeur Préliminaire de Garrison Common. Ce rapport a été rédigé en réponse au ministre de l'Environnement de l'Ontario, qui est également responsable du Grand Toronto, et qui a demandé à la Commission de se pencher sur le regroupement des terrains et sur l'intégration des futurs plans concernant Exhibition Place, Place Ontario, Fort York, le HMCS York et les terrains adjacents, en consultation avec le ministère du Tourisme et d'autres autorités compétentes.

Le rapport est le fruit d'une collaboration. Il a été rédigé sous la direction d'un comité composé de représentants de haut niveau de quatre ordres de gouvernement et des organismes spéciaux de cette région et sous la présidence de la Commission royale.

Le comité directeur a fait appel aux services d'une équipe de consultants dirigée par M. Joe Berridge de Berridge Lewinberg Greenberg Ltd., et comprenant les firmes Hough Stansbury Woodland Ltd., DS-Lea Associates Ltd., et Stephen Chait Consultants Ltd.

La Commission a l'intention d'étudier les observations qui seront faites à l'égard de ce document et d'en tenir compte dans son rapport final de décembre 1991.

David Crombie

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PREFACE

This Preliminary Master Plan for Garrison Common has been prepared by a consulting team retained in February 1991 by the Royal Commission on the Future of the Toronto Waterfront.

During the course of the study, the team met regularly with a steering committee, chaired by Commissioner David Crombie, made up of representatives of all four levels of government and their respective agencies and boards. Individual meetings with those officials and with representatives of area landowners and residents were also held.

The study process involved the review of alternative strategies for Garrison Common leading to this Preliminary Master Plan which, it is hoped, expresses a reasonable level of consensus among those involved for the area's future.

Garrison Common encompasses a large area with many diverse issues and interests. The majority of those interests are, however, represented by public agencies, and it is with them that the real challenge for Garrison Common lies, the challenge and the opportunity for governments to act in a co-operative and co-ordinated fashion.

The process to be followed now should be one of full public and governmental review, discussion, and comment in order that the Royal Commission can complete its own final report to be submitted to the governments of Canada and Ontario. The two other levels of government involved, Metropolitan Toronto and the City of Toronto, are in the process of reviewing their Official Plans, with Metroplan and Cityplan '91 respectively, allowing them the opportunity to incorporate a plan for Garrison Common into their statutory documentation. Several other major public infrastructure and development projects are at critical decision points. The opportunity exists, perhaps uniquely, for co-ordinated and effective action.

This Preliminary Master Plan represents the views of the consultant team, not of the Royal Commission or any particular government. It is a preliminary plan, it is not the final plan. It does, however, attempt to articulate the common public interest in seeing Garrison Common realise its full potential for the benefit of Toronto, Ontario and Canada.

An appendix and bibliography for this report appear in a separate volume.

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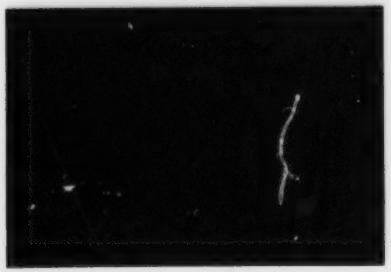

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Garrison Common. This, centuries ago, is where it all began. Here, long before the first settlement, native peoples followed a shortcut overland between two lakes. Here was the Toronto Passage, known to explorer Etienne Brûlé, and here Fort Rouillé was established. Here, the Queen's Rangers under John Graves Simcoe's command built Fort York, which once commanded the lake and was ideally situated to repel invaders. During one world war, soldiers trained and, during another, they kept some of their prisoners here. ▪ *The area's industry was as rich as its military history: Canada's most successful clothing retailers had their workrooms here and nearby stood the warehouses of a large grocery chain. There were mills and factories, as well as the vast buildings in which Canada's first multinational company made farm machinery for the world.* ▪ *Decades ago — before television or much air-conditioning — families strolled the Sunnyside boardwalk here and, on those rare nights when the heat seemed stifling, even slept on the beach. But, to Canada's children, this part of Toronto was memorable for two weeks every year, when the world's largest annual exhibition combined the old-time country fair with showbiz to mark the end of summer.* ▪ *Today, much of the area has a shabby air, the kind of place most people go to only on their way to somewhere else. A part of it was known in the early 19th century as Garrison Common, the name now applied to the entire area — it encompasses 308 hectares (760 acres), running north from the lake to Queen Street, stretching west from Bathurst Street as far as Dufferin (but extending somewhat further west at its southerly end to take in all of Exhibition Place). It includes some of Canada's most venerable sites: Fort York, Exhibition Place and its buildings, Coronation Park, HMCS York, the Tip Top Tailor building, the old Loblaw's warehouse, the Massey-Ferguson works, and the Molson holdings.* ▪ *Its distinct role as a place for recreation, tourism, and trade, its rich history, the extent of public ownership, and its magnificent waterfront location set Garrison Common apart from the more workaday city. But, for many years, it has waited for its future to be defined. The purpose of this Preliminary Master Plan is to set out a vision, grounded in practicality, of how the area can achieve its remarkable potential.*

Public Property Ownership

- Federal Government
- Provincial Government
- Municipality of Metro Toronto
- City of Toronto
- Garrison Common Study Area

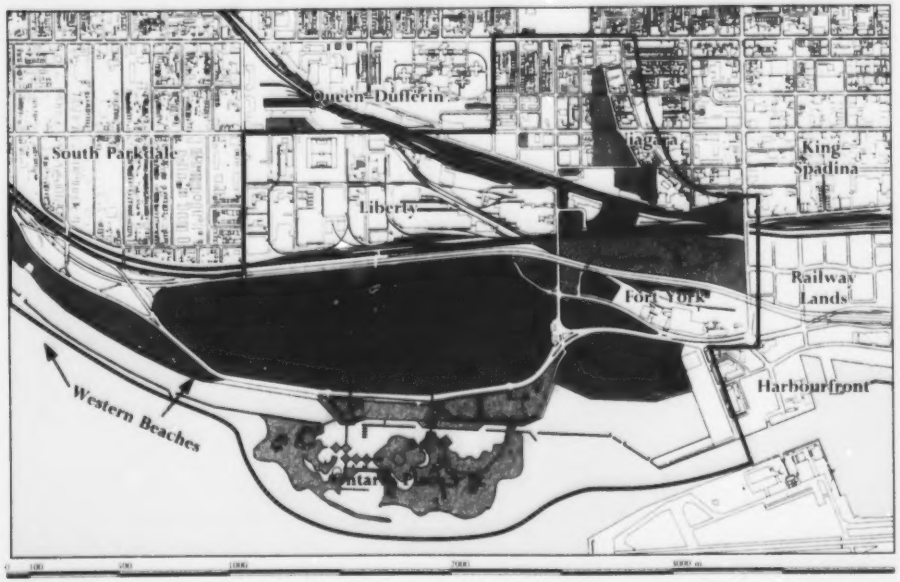


FIG. 1

Garrison Common

GARRISON COMMON

FIG. 2
Master Planning Considerations for Garrison Common

- *overcome the area's isolation and link it to the wider city;*
- *modernise the entertainment functions;*
- *ensure year-round public accessibility;*
- *heritage protection and rehabilitation of the area's remarkable sense of place;*
- *increase the opportunities for business investment;*
- *appropriate infill development to increase the area's critical mass of activity;*
- *integrate with and enhance the area's residential communities.*

1.1 BACKGROUND

In its second interim report, *Watershed*, the Royal Commission on the Future of the Toronto Waterfront analysed the problems and opportunities in Garrison Common, set out the basic principles for the area's future, and called for development of a master plan. That report was adopted by the federal and provincial governments, and by both levels of local municipal government. Its most important contribution was to establish both a philosophical and a procedural basis for planning, by adopting an ecosystem approach that requires any plan to include comprehensive consideration of all aspects of the human and natural environments. That approach and the seven considerations from *Watershed* which deal with Garrison Common (see Figure 2) are the starting point for this master planning exercise.

1.2 THE FUNCTION OF A MASTER PLAN

To be useful, a master plan has to provide co-ordinated direction for all the political, investment, and design decisions that have to be made in regenerating Garrison Common. All four levels of government and the private sector are heavily involved in the area, and all have plans and projects which, for the most part, were being pursued in isolation from each other, making the need for a shared vision even more essential.

A comprehensive approach must be taken if the fundamental challenges that face Garrison Common are to be overcome. The challenges:

To create a rich natural and human environment – Garrison Common occupies a major section of the Toronto waterfront. Here, where the city and the lake meet, we must create a richer, more diverse, more thoughtful range of aquatic, terrestrial, and human environments. To give just two statistics, more than a third of the district's surface area is now used for parking lots and roads or contains vacant industrial sites, and 70 per cent of the entire length of the land-water boundary is hard edge. The master plan must guide both development and management of the area to ensure the creation of a complex and healthy ecosystem.

To make Garrison Common a vital part of the surrounding urban area – The publicly owned sections of Garrison Common – Exhibition Place, Ontario Place, and Fort York – are under-used, given their locations, and levels of use have historically been falling, although 1991 attendance was good. Much of the remainder of Garrison Common consists of vacant industrial and railway lands; in addition, the Niagara and Parkdale neighbourhoods, which border the area, are isolated by transportation corridors from the water and from open spaces to the south.

But the pressures of the surrounding city are beginning to bear on the area: interest is being revived in redevelopment in and around the district. What once seemed remote from the downtown is now at the edge of the growing city core (see Figure 3). Once a place apart, Garrison Common can now play its full role in the city. A master plan must facilitate those connections while, at the same time, enhancing the character of the Common as a unique and special place.

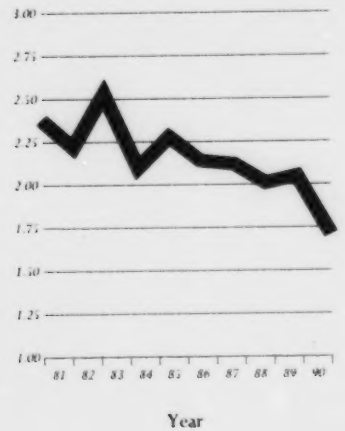
To guide the major public infrastructure decisions and encourage private development investment – Major public investments are being considered for Garrison Common. Proposed transportation improvements include extending the Harbourfront LRT, extending Front Street, consolidating the GO corridors and, of major significance, making changes to the Gardiner/Lakeshore Corridor.

FIG. 3
Urban Change

The potential for investment in facilities is no less impressive: a major new international Trade Centre is being planned for Exhibition Place; substantial changes to the operation of Ontario Place are under way; and improvements are proposed for Fort York.

Planned collaboratively, individual government and agency actions – combined with the high potential of private investment on vacant industrial lands and in recreational, trade, and other sectors that would be attracted by a strong vision – could dramatically transform the area.

FIG. 4
Visitors to the CNE



To promote the economic development of the region – Garrison Common has traditionally played a unique role in trade and tourism in the regional, provincial, and even national economy. However, if Toronto and Ontario are to remain internationally competitive in these sectors, that role must be significantly reworked and expanded: current offerings are losing ground to comparable facilities in other jurisdictions (see Figures 4 and 5). A master plan, therefore, is not solely concerned with the future spirit of place of Garrison Common, but also with establishing a program of reindustrialisation and strategic development of key sectors in the regional economy.

To establish an area of order and beauty – Garrison Common is unique – beautifully situated, with marvellous views of the lake, easy access to the water, and many magnificent buildings and landscaped areas – but much of its richness is neglected and undiscovered. Therefore, in suggesting changes, the master plan must ensure that a consistent and high standard of building design, composition, and landscaping is achieved and that the quality of the environment becomes a goal in itself. We must follow the motto of the famous American city planner, Daniel Burnham, "Let our standard be order and our beacon beauty". Within a permanent framework of high quality, those popular events that are temporarily disruptive (and, for some, less attractive) can still take place. However, when they are gone, the sense of place should reassert itself.

To co-ordinate long-term management of Garrison Common – Undoubtedly, much of the blame for the poor past and current condition of Garrison Common can be placed on the feuds and frustrations of too many levels of government in one place. The opportunity presented by so much publicly owned land has been dissipated by the very number of the public's representatives. A clear willingness now exists to move forward towards a co-ordinated and ultimately consolidated management and development structure.

Such a structure would be best defined not in the abstract, but on the basis of the specific projects, activities, and operating procedures presented in a master plan. Each government would then understand the most effective role it could play in overall regeneration and would appreciate the responsibilities of other levels of government. A productive relationship with the private sector could also be established to achieve the required investment. Government and private-sector responsibilities could be allocated on the basis of which best serves the public interest, not on the basis of historical land ownership.

1.3 THE APPROACH TO THE GARRISON COMMON MASTER PLAN

The basic premise of *Watershed* – the ecosystem approach – is central to the Garrison Common Master Plan. This systems-planning method attempts to look outside immediate problems at the broader issues affecting the area, examining the interrelationship of the biophysical and human environments.

The ecosystem of Garrison Common can be defined at a number of levels, from the immediate relationships between land and water to the global atmosphere. Healthy ecosystems at all scales incorporate both a sustainable biophysical environment and a viable social, cultural, and economic community. Development of the master plan is based on the concept that incorporating natural systems into the planning process, at all levels, is essential to shaping a healthy human habitat.

In order to take an ecosystem approach to planning for Garrison Common, it is necessary to examine its assets of ecology, landscape, infrastructure, buildings, programs, sites, and climate. Their net impact on and benefits for the whole system - natural, social, and economic - have been evaluated for all the proposals and options suggested. The overall planning strategy is therefore based on:

- ***emphasising intensification, transit utilisation, and waste reduction as ways of planning with concern for the global environment;***
- ***stressing environmental education in the image and design of the area, to include interesting and useful environmental features and institutions;***
- ***considering the potential for re-creating and enhancing particular small-scale ecosystems such as Garrison Creek, the shoreline, inlets and ponds, and areas of flora and fauna;***
- ***establishing a set of environmental performance standards for new buildings and landscaping, and for management of the district.***

Such an ecosystem perspective is reflected throughout the plan. The next three chapters detail the major strategies for implementing its economic, environmental, and transportation underpinnings. Following those overall directions, the Preliminary Master Plan is presented, with each of the sub-areas within Garrison Common treated separately and in more detail.

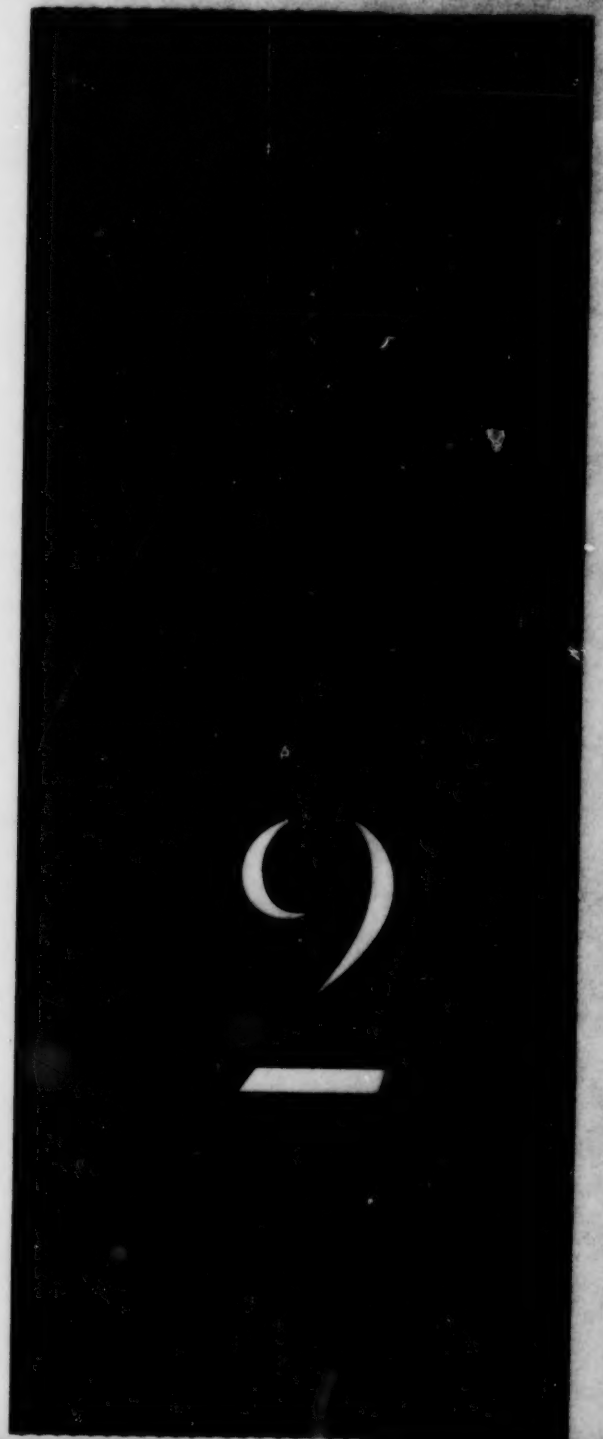
FIG. 5

Visitors to Ontario Place

FIG. 6
Garrison Common
Preliminary Master Plan

The Preliminary Master Plan is intended to provide an integrated and comprehensive framework for the future planning of Garrison Common. It is clearly not the final word, but it does indicate the enormous benefits of pursuing a common vision.

THE ROLE OF GARRISON COMMON



2.1 INTERNATIONAL, REGIONAL, AND LOCAL ROLES

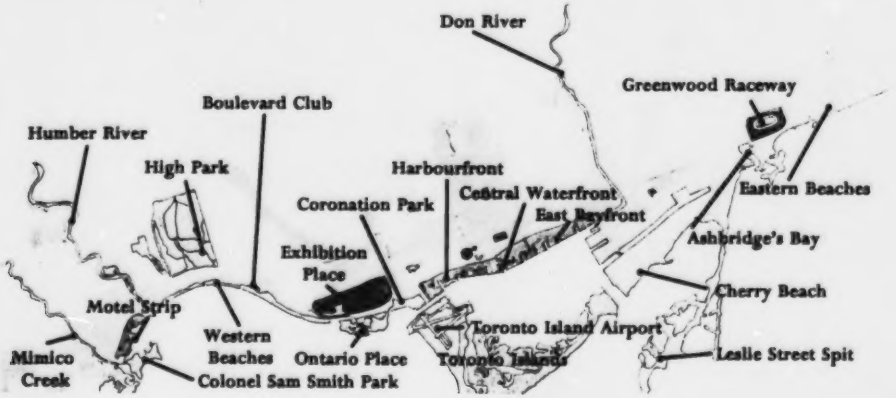
Different sections of a city play different roles in its life. A healthy, vibrant, and competitive world city needs to ensure that its districts properly perform their full range of required international, regional, and local functions.

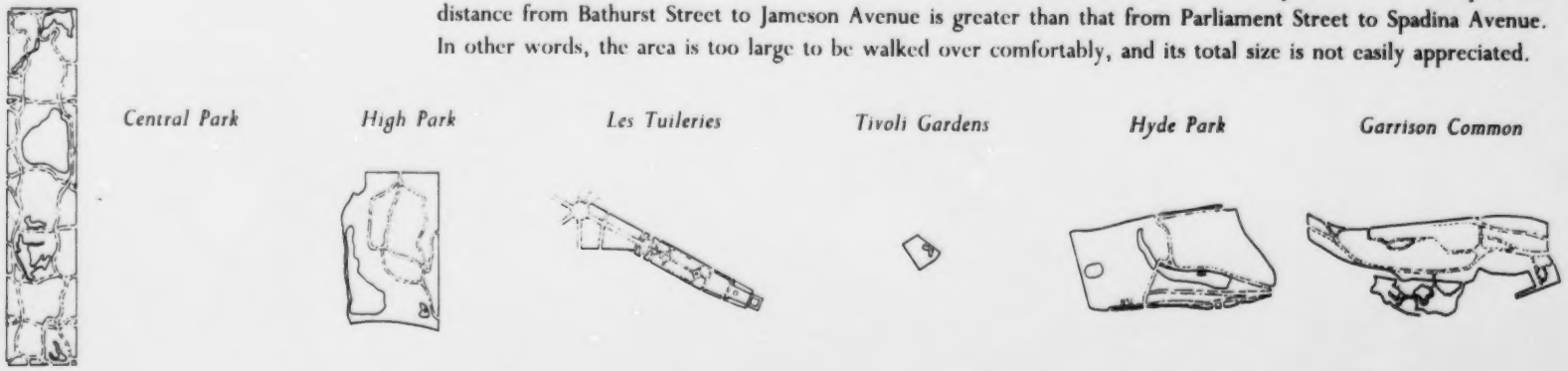
For example, Toronto's metropolitan waterfront offers a wide diversity of waterfront experiences, from active recreation at Bluffer's Park to the urban wilderness of Tommy Thompson Park, from Harbourfront's arts and cultural programming to the neighbourhood character of the Beach.

Garrison Common's role within this overall texture must be equally distinctive and must not duplicate functions better carried out elsewhere. The public lands of Garrison Common collectively constitute approximately 140 hectares (350 acres), comparable in size to High Park in Toronto's west end or London's Hyde Park.

A lot of things can happen in such a large area. Indeed, a sense of its scale is important. For example, the distance from Bathurst Street to Jameson Avenue is greater than that from Parliament Street to Spadina Avenue. In other words, the area is too large to be walked over comfortably, and its total size is not easily appreciated.

FIG. 7
Metro Toronto Waterfront





Garrison Common occupies a special position in the life and geography of the urban region. Its extensive waterfront location constitutes one of the largest park frontages on Lake Ontario. It is adjacent to the residential neighbourhoods of Parkdale and Niagara in the west end of the city of Toronto and is home to some of its most significant historic features such as Fort York. At the same time, it contains a number of regional attractions such as the Canadian National Exhibition (CNE), the Royal Agricultural Winter Fair (RAWF) and many of Canada's largest and most important trade and consumer shows. Finally, Ontario Place offers a major international tourist attraction and presents one of Toronto's primary postcard images to the world.

All three role levels are critically important to the future of Garrison Common and, considering its size and attractive location, all three must be materially upgraded and expanded.

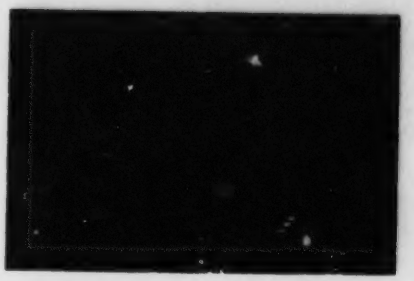
Figure 8 indicates the current and potential activities and facilities catering to the international, regional, and local levels. Starting *locally*, the lack of meaningful general public recreational use is striking. There need to be many more simple, enjoyable activities, none of which, at the local level, should involve large public expenditures; any commercial recreational activities should be possible on a full recovery basis.

What is needed most of all is a different way of planning, promoting, and managing the public lands – establishing them not as an enclave apart, but as a year-round, high-activity, public, urban waterfront park. A substantially increased local role for Exhibition Place, Ontario Place, and Fort York is not inconsistent with their current functions; indeed, it is probably an essential component of properly developing such sites.

A much broader offering is also warranted *regionally*. Existing regional attractions are aging and should be rethought. New facilities, events, and amenities should be provided to add to the critical mass of vitality and numbers of visitors. Figure 8 lists the kinds of permanent activities that are possible on the site, in renovated or new buildings. Each represents a substantial investment; therefore, the commercial basis and possible mix of public and private funding of each requires detailed examination. Clearly, however, such regional attractions can be accommodated within the existing and planned infrastructure; furthermore, promoters of many such candidate activities are actively seeking locations within Garrison Common.

The Common should become the permanent home for a much wider range of broadly popular regional outdoor/indoor events. The Canadian National Exhibition and Royal Agricultural Winter Fair can be greatly augmented by major celebrations like Caribana and Mariposa, both somewhat orphan institutions who have had a successful season this year at Garrison Common.

New or expanded activities, such as a winter festival or a permanent and proper home for the Jazz Festival, should occur on a regular basis throughout the entire year to make Garrison Common the recognised location for major metropolitan celebrations.



INTERNATIONAL
Current: *Ontario Place attractions.*
Potential: *trade and exhibition centre; environmental institute; cultural activities; quality image of waterfront parks and buildings.*

REGIONAL
Current: *CNE; trade shows; Molson Indy.*
Potential: *regional attractions, e.g., seaquarium, dinosaureum; festivals, e.g., Mariposa, Caribana, Winter Festival, Jazz Festival; historical theming; environmental interpretation; sports facilities; entertainment facilities; educational and cultural institutions.*

LOCAL
Current: *CHIN Picnic; Fort York; Coronation Park.*
Potential: *casual recreation; enjoyment of nature; strolling; eating and entertainment; bicycling and jogging; skating; bird-watching; canoe trails; aquatic sports.*

FIG. 8
International, Regional, and Local Activities and Facilities

Internationally, Garrison Common's current offerings are thinnest: only Ontario Place draws a significant proportion of its visitors from out of the country. The CNE, trade and consumer shows, and Fort York are all essentially regional or local attractions. A greatly expanded presentation of Toronto and Ontario to the world is potentially possible in Garrison Common in at least three ways:

- ***through an internationally competitive trade and exhibition centre;***
- ***through cultural activities, including large-screen cinema and the visual arts, at a standard comparable to the International Authors Festival at Harbourfront or the Festival of Festivals; and***
- ***as a result of the very quality and spirit of the place itself, its environment, activities, and buildings – the effect achieved, for example, in the great public places of other cities: the Tivoli Gardens in Copenhagen, the Bois de Boulogne in Paris or Chapultepec Park in Mexico City.***

These three functions can be achieved, if they are well planned and executed, in a complementary and mutually enhancing fashion. Local activities are always a source of great interest to foreign tourists, just as Garrison Common's international offerings can be interesting and attractive to local residents.

FIG. 9
Metro Toronto Hotel Occupancy

2.2 CULTURAL, RECREATIONAL, AND TOURISM INDUSTRIES

Tourism is one of Metropolitan Toronto's biggest industries. In 1990, it generated $4.38 billion in direct and indirect expenditures and contributed to the maintenance of approximately 103,000 full-time jobs in Metro. The group of arts and performance activities broadly described as cultural also makes a significant contribution to the local economy, generating approximately $250 million in direct local economic impact per year and employing more than 100,000 people in 1985.

Toronto and Ontario's tourism economy requires strengthening, not just because of the recession, but as the result of a lack of competitive attractions and an underdeveloped marketing strategy (see Figure 9). There is a strong global increase in tourism activity, but Toronto's market share is declining (see Figure 10). Toronto has nevertheless been consistently one of the top ten tourist destinations in North America. That position should be protected by a strong tourism strategy, consisting of the following elements.

- ***The development of new destinations for the enjoyment of visitors in Metropolitan Toronto; other than the SkyDome, no significant new facility, event or amenity has been developed since the early '80s. That new product should consist of the kinds of international and regional elements, listed in Figure 8, for which Garrison Common could be a highly appropriate home.***

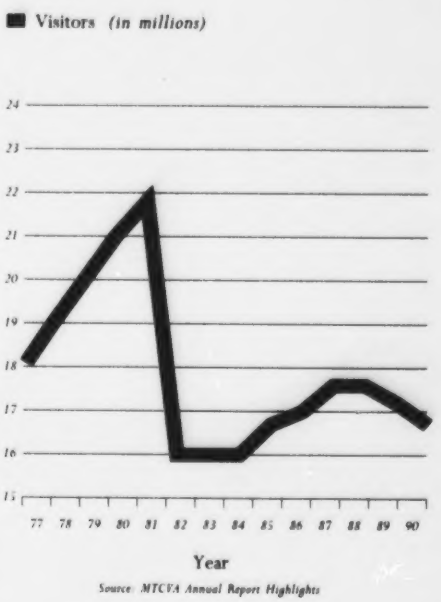
- ***The marketing of Toronto as the tourist gateway for the entire province – indeed the country. Toronto is the main tourist entry point to Canada and has very high international recognition, particularly among visitors from the U.S. In 1988, more than 2.5 million people entered Canada through Toronto from places other than the United States. The city must, however, maintain its international competitiveness, marketing a strong and attractive image – of which Garrison Common is a central component. In that way, the length of visits to Ontario and Canada can be stretched.***

In fact, of all the places where there could be significant improvement, Garrison Common is the tourist opportunity closest to downtown. A marketing plan could exploit that accessibility to the downtown's hotel stock and make the links between business travel and pleasure travel increasingly important in developing tourism.

Although Toronto has been a higher-priced destination than many of its Canadian and U.S. competitors, market surveys indicate that visitors are prepared to accept reasonable cost differentials if the quality of product and service is high. Creating that sense of quality means maintaining existing areas of high quality in Garrison Common and establishing high standards of design, landscaping, environment, and service where they are not now satisfactory.

International urban tourism is not simply a matter of providing attractions and events: the city as a whole is the destination. Toronto's strength as an extraordinary series of diverse communities and neighbourhoods living together in reasonable harmony should be reflected in Garrison Common. Attracting the city's local market of sophisticates is thus a very strong basis for an international market that will follow. Nonetheless, it is important to remember that, while greater Canadian domestic tourism is important, the greater yield to the local economy is from international visitors; increasing the percentage of their visits in the total of those to Toronto is part of the master plan strategy.

FIG. 10
Visitors to Metro Toronto



Source: MTCVA Annual Report Highlights

2.3 REINDUSTRIALISATION, ECONOMIC DEVELOPMENT, AND JOB CREATION

Garrison Common was once home to some of the major manufacturing enterprises of Toronto. But in the recent past, Massey-Ferguson, Inglis, and Molson's have abandoned large plants in this area. In the past ten years alone, almost 2,000 jobs, primarily in manufacturing, have been lost in the area – a loss of almost 15 per cent of total employment. The resultant large and well-located tracts of land now available provide a strong opportunity for the reindustrialisation of Toronto.

The Premier's Council report, *Competing in the New Global Economy* (1988), identifies a series of initiatives that form the basis of a new industrial strategy for the Province. These aim to:

- ***encourage all industries to move to competitive higher value-added-per-employee activities that can contribute to greater provincial wealth;***
- ***focus industrial assistance efforts on businesses and industries in internationally traded sectors;***
- ***emphasise the growth of major indigenous Ontario companies at the world scale in those trade sectors;***
- ***build a strong science and technology infrastructure that can support the technological needs of our industries;***
- ***improve the education, training, and labour adjustment infrastructure to levels adequate to sustain the province's industrial competitiveness and help workers weather the technological change and adjustment necessary to move to higher value-added-per-employee activities;***
- ***follow a consensus approach, like that embodied in the Premier's Council, in creating both economic strategies and specific programs and in mobilising public support for these new directions.***

The emphasis on developing sectors of the economy involved in international trade underlies the economic development strategy of all levels of government. The trade functions at Exhibition Place should be repositioned from being essentially local and regional – albeit the largest trade and consumer show facility in Canada – to becoming an internationally significant venue. As important is the opportunity to use the large tracts of vacant industrial land as a resource for new and leading-edge industrial development, in the broadest meaning of that term, encompassing the manufacturing, communications, design, trading, and service sectors of the economy.

The extraordinary long-term, high-quality job creation potential of Garrison Common must not be lost, either by frittering away available land through inappropriate land-use controls or by allowing the Trade Centre function to wither away through insufficient reinvestment.

2.4 COMMUNITY CREATION

Although the potential use of Garrison Common for public open space and reindustrialisation should lead to a primary demand for land available for regeneration, there are also important opportunities at appropriate locations for creating a significant new residential community and for preserving and expanding existing residential neighbourhoods. The Bathurst-Spadina neighbourhood section of the Railway Lands will bring a major residential presence immediately to the east of Bathurst Street, suggesting a potential extension westward into the Fleet Street lands. North of the track corridor, the basic street and open-space pattern of the Niagara neighbourhood can also be extended west towards Strachan Avenue, using available public or abandoned industrial land.

The population of Garrison Common consists predominantly of young adults between the ages of 20 and 34. This age cohort is associated with the beginning of individual maximum income earning potential and the time of family formation. This age group is expected to increase substantially in Garrison Common and should be encouraged, through the provision of housing and ownership strategies, to build on the existing community.

There is a great advantage in significantly increasing the permanent residential population of Garrison Common, not only because of the convenient location close to downtown, but also because such a population will provide both "eyes on the park" and a population base for the desired local recreational activities.

Establishing a permanent residential population in major public places – specifically Exhibition Place, Ontario Place, and Fort York – is not recommended: the conflicts between a desirable domestic environment and the scale of proposed activities in these areas are irreconcilable. The opportunities for temporary residential use, such as artists-in-residence programs, environmental, cultural, and educational residential learning centres or similar uses should, however, be explored.

2.5 Towards a Comprehensive Plan

Over the past century, there have been many unsuccessful attempts to establish a new plan for the Garrison Common area. Two reasons can be identified for this general lack of success. First, there has been an inability to realise an economic development rationale for regeneration; and second, there has been no comprehensive vision for improving the area physically.

This proposed Preliminary Master Plan attempts to define both a clear economic development strategy and a co-ordinated set of physical planning initiatives.

The economic development strategy, described in this section, is based on a strong realisation of the area's international, regional, and local potential and has four major components:

- ***tourism development for both domestic and international markets;***
- ***trade expansion, particularly at the regional and international level;***
- ***reindustrialisation of old industrial areas with dynamic sectors of the new economy;***
- ***community development, with the expansion of existing and the creation of new residential neighbourhoods.***

The following chapters explore the physical dimensions of the plan, starting with the framework for environmental regeneration, which becomes a prerequisite of any plan, and then examining the transportation infrastructure improvements required. The application of the plan to specific districts within Garrison Common is then explored.

THE ENVIRONMENTAL FRAMEWORK

3.1 THE ENVIRONMENTAL FRAMEWORK – ISSUES AND CONTEXT

The specific components of Garrison Common's ecosystem should be looked at in a broader context, beyond the boundaries of the plan. That system includes much of the City of Toronto through features such as High Park and other parks and landscaped streets. Along the waterfront itself, Garrison Common is part of an ecosystem that stretches from the Don River to the Humber River, incorporating the Toronto islands. Albeit fragmented and inadequate at present, these connections with the city and along the water's edge provide the basic framework for analysing environmental conditions and how they can be improved.

3.1.1 WATER QUALITY AND AQUATIC HABITAT

FIG. 11
Water Quality and Aquatic Habitat

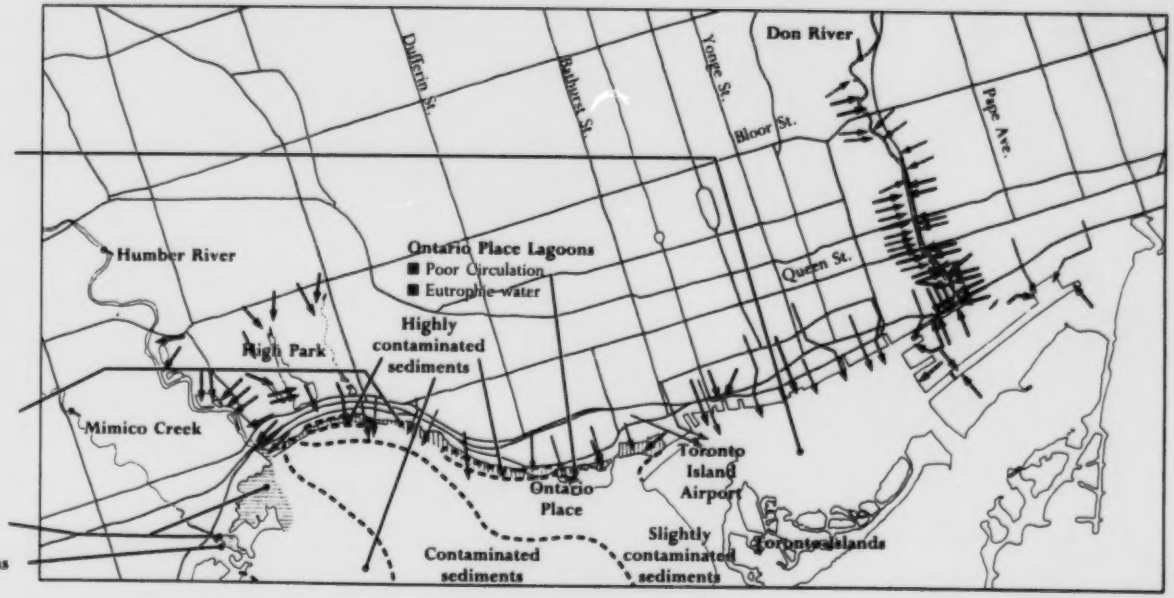
Poor Water Quality
Boundary denoting sediment contamination
Storm Sewer Outfalls
Combined Sewer Outfalls

Inner Harbour
- Urban storm runoff from rivers and sewer outfalls
- Poor dispersion characteristics
- Nutrient, metal and organic contaminants
- Bacterial accumulation
- Highly contaminated sediments throughout
- Worst sediment contamination along western portion of shoreline and in Toronto Island lagoons
- Contaminated sediments extend through eastern and western gaps

Breakwaters
- Contaminants from Humber River and sewage treatment plant trapped within breakwaters
- High levels of fecal coliform and phosphorous
- Poor circulation due to breakwaters

Highly contaminated by nutrients, bacteria concentrate and metals

High levels of fecal coliforms and phosphorous



Water quality and aquatic habitat along the Toronto waterfront are seriously degraded. Water quality problems range from high nutrient levels and bacterial contamination from stormwater and combined sewer outfalls to heavy-metal, organo-chloride contamination and sediments from water pollution control plants, and riverine discharge from the Don and Humber Rivers. Their impact on water quality has degraded aquatic conditions for fish and waterfowl. Large sections of the Toronto waterfront, including the area enclosed by the breakwaters along the Humber Bay and Ontario Place lagoons, lack structural fish habitat for spawning or feeding. However, the breakwaters and the Ontario Place lagoons, which are protected from cold lake water and provide appropriate thermal environments, do offer opportunities for improving fish habitat, and can benefit from colonisation from the Toronto Islands and the Humber River marshes.

The master plan should aim at strategies that will increase and improve fish and waterfowl habitat which would increase the diversity of species and provide areas for feeding, spawning, and nesting. Improvements to the aquatic environment should be associated with water quality improvements.

3.1.2 TERRESTRIAL AND HUMAN HABITAT

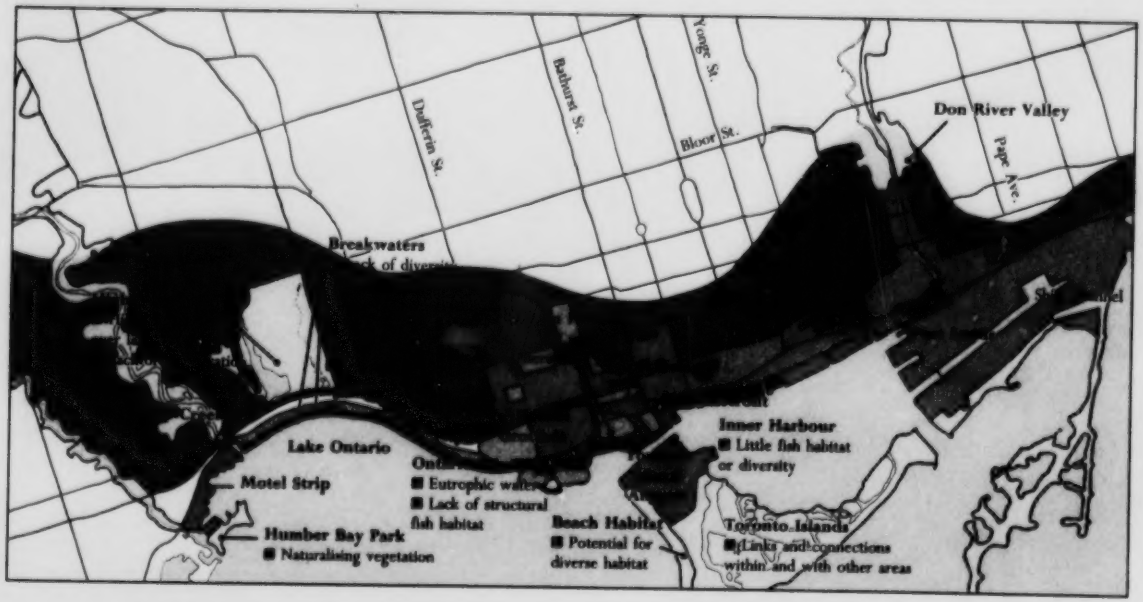


FIG. 12
Terrestrial and Human Habitat

- Lagoon/breakwater
- Diverse terrestrial/ aquatic habitat
- Long grasses, old field with some regeneration (limited habitat)
- Residential neighbourhood parks/ green streets (limited habitat)
- Urban parks (limited habitat)
- Manicured parklands (limited habitat)
- Mixed/paved/industrial lands (very little habitat)

The lack of terrestrial habitat connections and the sparse diversity of plant communities have resulted in sterile landscapes that lack habitat for wildlife and birds, as well as lacking microclimate protection or visual interest for human users. Poor and fragmented connections exist between the individual open spaces of Garrison Common parks and adjacent areas, such as the residential communities, Harbourfront, and the series of parks on Humber Bay. The existing waterfront trail suffers from a poor setting, with long sections too close to the Gardiner/Lakeshore Corridor, and others passing through large parking lots. Thus, in spite of the existence of major parks and numerous historic resources and points, neither the open-space system nor the trail is reaching its full potential.

Therefore, the objectives of the master plan in this respect are to increase and improve wildlife and bird habitat, providing a diversity of plant communities and creating connections along the waterfront and to existing natural areas. Specific improvements in the connections to High Park, the Humber River, and the Toronto Islands can be made, and would link to the Don River when current plans for the Lower Don are implemented.

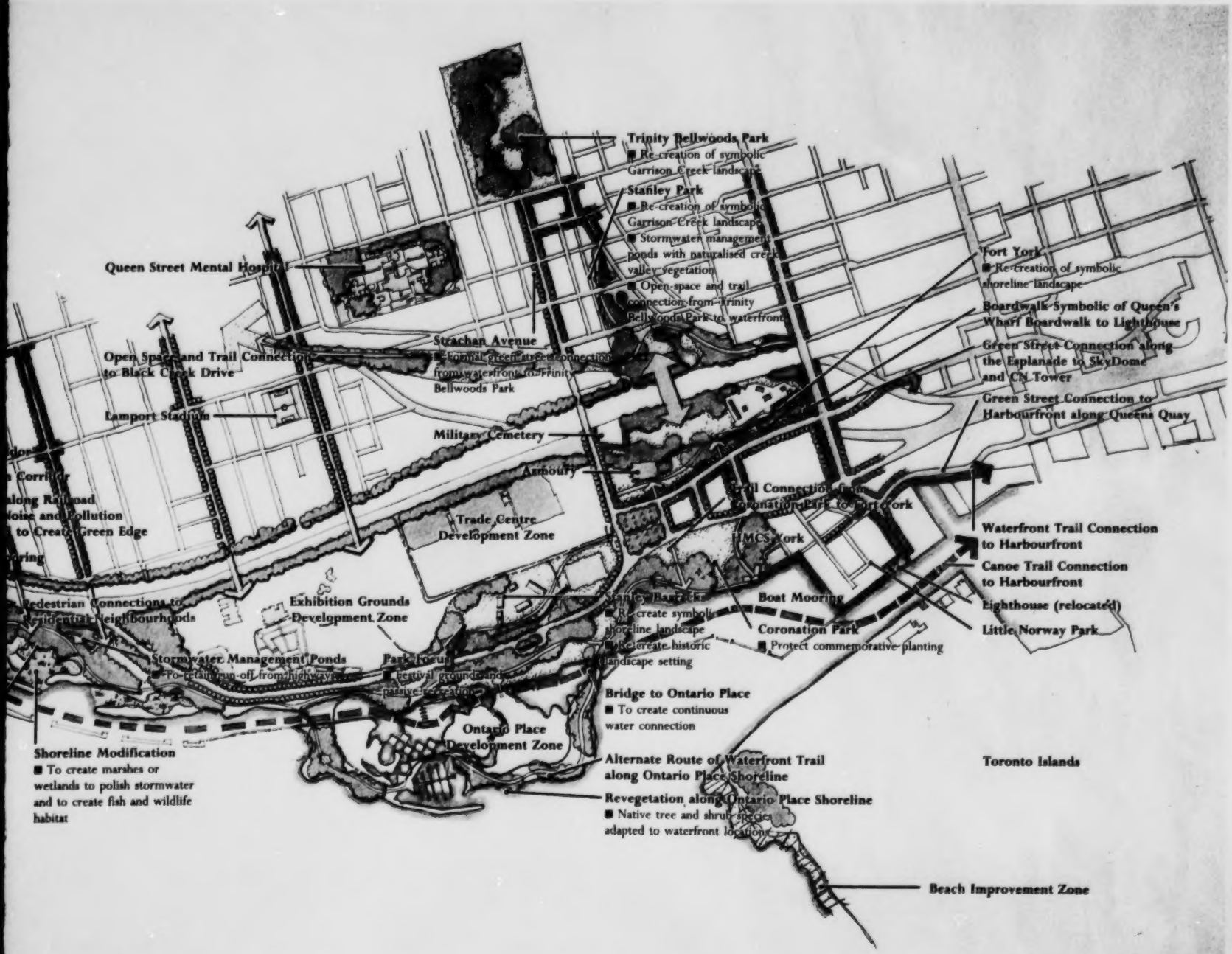
Improvements to human habitat include developing a range of specific open-space, recreation, education, and historical interpretation opportunities. A continuous canoe and waterfront trail through the diverse environments of Garrison Common would improve access to the waterfront and establish connections to adjacent open spaces and residential areas. Vegetation buffers between transportation corridors and parkland or residential areas are required. Microclimatic modification to assist in greater year-round use will also be necessary.

3.1.3 Soil and Air Quality

Any regeneration program in Garrison Common will have to take note of areas of potential soil contamination, particularly in the former industrial lands, transportation corridors, and areas of landfill, including lakefill. A comprehensive planning approach within Garrison Common could provide comprehensive solutions to soil remediation. There are also opportunities to utilise excavated material to achieve desired grade changes elsewhere in the district.

The large areas of surface parking create blowing dust problems. Other air quality difficulties are generated overall by transportation, particularly automobile usage. Improving transit could reduce the immediate impact of vehicles on the recreational areas of Garrison Common. (For a more detailed description of the existing environmental conditions and problems in the area, see Appendix to this report in separate document).

The Preferred Environmental Plan


Trinity Bellwoods Park
■ Re-creation of symbolic Garrison Creek landscape
Stanley Park
■ Re-creation of symbolic Garrison Creek landscape
■ Stormwater management ponds with naturalised creek valley vegetation
■ Open-space and trail connection from Trinity Bellwoods Park to waterfront
Queen Street Mental Hospital
Strachan Avenue
■ Formal green street connection from waterfront to Trinity Bellwoods Park
Open Space and Trail Connection to Black Creek Drive
Lamport Stadium
Military Cemetery
Armoury
Trade Centre Development Zone
Exhibition Grounds Development Zone
Pedestrian Connections to Residential Neighbourhoods
Stormwater Management Ponds
■ To retain run-off from highway
Park Focus
■ Festival grounds and passive recreation
Shoreline Modification
■ To create marshes or wetlands to polish stormwater and to create fish and wildlife habitat
Ontario Place Development Zone
Bridge to Ontario Place
■ To create continuous water connection
Alternate Route of Waterfront Trail along Ontario Place Shoreline
Revegetation along Ontario Place Shoreline
■ Native tree and shrub species adapted to waterfront locations
Beach Improvement Zone
Toronto Islands
Stanley Barracks
■ Re-create symbolic shoreline landscape
■ Re-create historic landscape setting
Boat Mooring
Coronation Park
■ Protect commemorative planting
HMCS York
Fort York
■ Re-creation of symbolic shoreline landscape
Boardwalk Symbolic of Queen's Wharf Boardwalk to Lighthouse
Green Street Connection along the Esplanade to SkyDome and CN Tower
Green Street Connection to Harbourfront along Queens Quay
Waterfront Trail Connection to Harbourfront
Canoe Trail Connection to Harbourfront
Lighthouse (relocated)
Little Norway Park

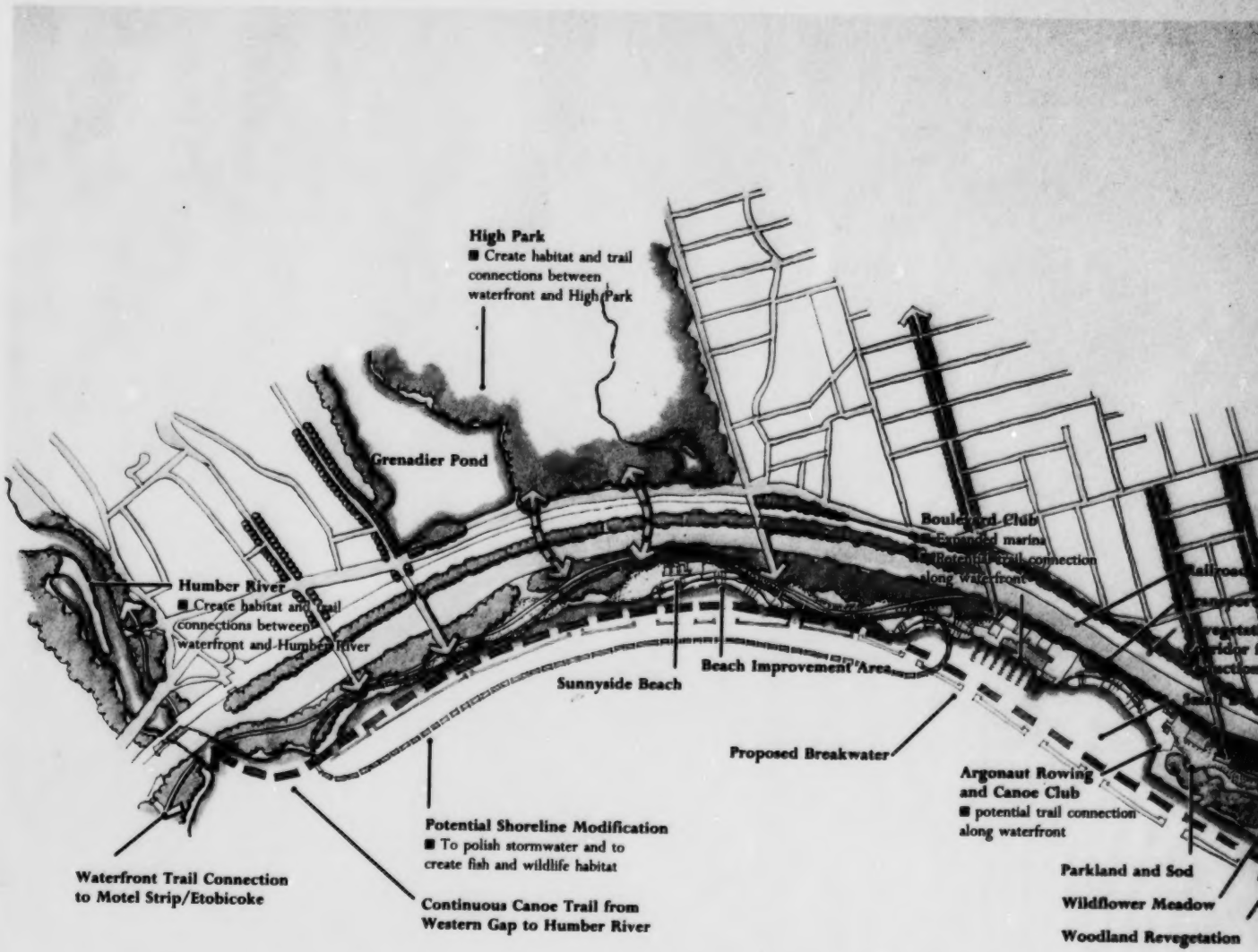
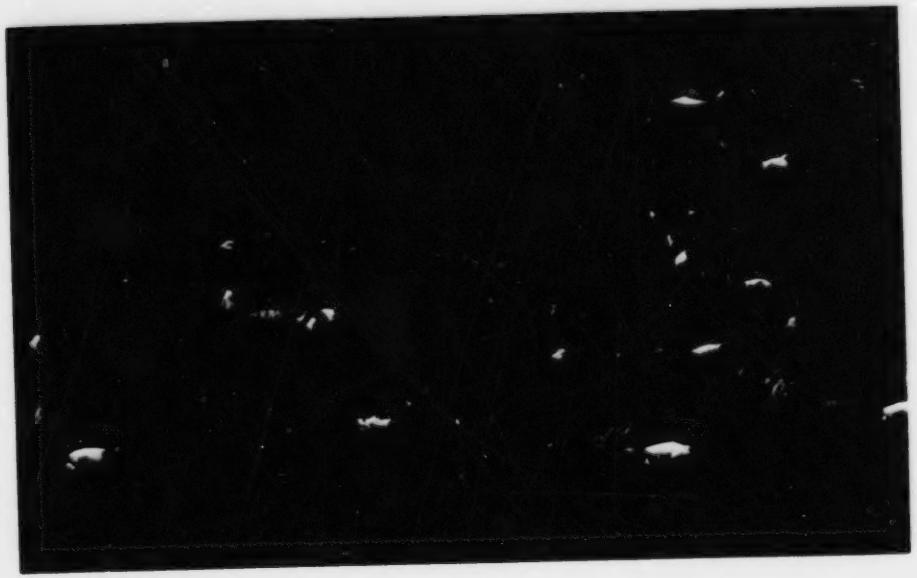

High Park
■ Create habitat and trail connections between waterfront and High Park
Grenadier Pond
Humber River
■ Create habitat and trail connections between waterfront and Humber River
Sunnyside Beach
Beach Improvement Area
Proposed Breakwater
Argonaut Rowing and Canoe Club
■ potential trail connection along waterfront
Potential Shoreline Modification
■ To polish stormwater and to create fish and wildlife habitat
Waterfront Trail Connection to Motel Strip/Etobicoke
Continuous Canoe Trail from Western Gap to Humber River
Parkland and Sod
Wildflower Meadow
Woodland Revegetation

FIG. 13
Preferred Environmental Plan

3.2 THE PREFERRED ENVIRONMENTAL PLAN

3.2.1 WATER QUALITY IMPROVEMENT STRATEGY



Reconfiguration of the Shoreline and Breakwaters – A Royal Commission work group has recently prepared a report on the Greater Toronto Bioregion which looks at a comprehensive set of policies and programs for the regeneration of the entire Toronto shoreline. Reconfiguring the breakwaters and shoreline in and adjacent to Garrison Common could create a series of aquatic habitats, including marshes, wetlands, and beaches. This would improve people's access and the quality of their experience along the continuous waterfront trail.

Numerous reports make reference to the importance of marshes and wetlands as fish habitat. The Metro Toronto Remedial Action Plan reports and initiatives from several government agencies, including the provincial Ministry of Natural Resources, the federal Department of Fisheries and Oceans, and the Metropolitan Toronto and Region Conservation Authority, suggest that improvements to the aquatic habitat along the Toronto waterfront are necessary and feasible.

The marshes and wetlands proposed along Humber Bay could improve fish habitat, by bringing a greater diversity of aquatic vegetation, the food source for juvenile and adult fish, to spawning areas with ledges or rocky substrate. They could also mean a greater variety of structural and thermal habitat, such as increased natural edges, and protection from cold lake water. Other benefits of wetlands include increased terrestrial habitat, such as bird and waterfowl nesting areas, and a greater diversity of food sources for both birds and wildlife. Not only would wetlands be more visually enriching, they would also provide a greater diversity of open space and increase protection from wave action for rowers and canoeists.

Wetlands and marshes, such as the ones in the Humber River, trap sediments and excess nutrients and thereby improve water quality. There have been proposals for a series of stormwater polishing ponds along the Don River and a significant wetland at its mouth, providing some level of improvement to the effluent of combined storm and sanitary sewers. At the Humber Bay shorelines, however, further technical studies are required to determine the viability of the wetlands, to quantify potential environmental improvements, and to determine detailed site planning and design. Although such wetlands were not part of the original shoreline condition at the proposed location, they were once found further west, at Grenadier Pond.

Nonetheless, the visual, habitat, and environmental considerations suggest that, where they have been proposed, they are worth further detailed exploration.

"Canoe Trail" – A major feature of the environmental plan is a continuous trail on the water, connecting the Humber River to the Western Gap with potential links to the Don River and the Toronto Islands. It would consist of a protected water course for small boats, such as row boats or canoes, and would pass through diverse environments, ranging from open water to marshes and wetlands. The proposed opening of the narrow land connection at the eastern end of Ontario Place would provide a water route connection to the Western Gap, and could potentially improve water circulation in the Ontario Place lagoons. The reconfiguration of the Humber Bay shoreline would also be designed to reduce wave reflection on the canoe trail. Not only would the trail serve a recreational function, the increased public use it generated at the water's edge would also build a constituency that supported environmental improvement programs across the waterfront.

3.2.2 OPEN SPACE IMPROVEMENT STRATEGY

Waterfront Trail – The Waterfront Trail proposed by the Royal Commission and endorsed by the Province of Ontario is a land route that will serve as an open-space connector along the waterfront from Harbourfront to the Humber River and to the neighbourhoods north of the transportation corridor. It is intended as a realignment of the existing Martin Goodman Trail – although in some locations, particularly at Ontario Place, more than one east-west trail would be necessary to relieve congestion among pedestrians, cyclists, and casual users, particularly in the summer. Realigning the trail through a variety of vegetation communities, including woodland, wildflower meadows, marshes, open grassed areas, and parkland, would greatly improve its setting. Portions of the trail would consist of boardwalks and separate, or combined, bicycle and pedestrian trails.

The greater variety of open space provides opportunities for both passive and active recreation, improved access to water and water sports, nature appreciation, and environmental education. The diversity of vegetation communities and the improved connections from the waterfront to natural areas, such as High Park and the Humber River, would enhance wildlife habitat throughout the waterfront. Vegetation buffers along the transportation corridor would improve air quality and reduce noise in residential areas and adjacent parkland.

Garrison Common Trail – While the Waterfront Trail provides east-west connections, better north-south links to an overall green network are also needed in Garrison Common. A proposed trail from Trinity Bellwoods Park to Coronation Park would follow a series of existing and proposed parks and open spaces (Trinity Bellwoods Park, Stanley Park, proposed parkland south of Wellington Street, Fort York, and Coronation Park). These spaces were originally part of the historical Garrison Creek and ravine system. Although the creek was buried in the late 19th century and only remnants of the ravine are evident in Trinity Bellwoods Park, a series of stormwater management ponds, and regrading and revegetation with native woodland and meadow species, could create a symbolic reference to Garrison Creek.

Black Creek Connection – Open-space and trail connections can be made to the Black Creek area, as well as to other significant open spaces in the city. The potential relocation of the Georgetown GO line, discussed later in this report, provides an important opportunity to establish a greenway deep into the urbanised area. A combination of natural plant communities and parkland along this corridor would enhance wildlife habitat and create a variety of open-space and recreation opportunities.

Arts, Crafts, and Hobbies Building at Exhibition Place

Exhibition Place – Exhibition Place consists of a number of distinct landscapes. The historic beaux-arts buildings at the west end of the grounds, with their pavilion-in-the-park character, could be enhanced by planting street trees and restoring the landscape surrounding them to create a year-round park environment. An opportunity exists to re-create symbolically the original landscape setting of Stanley Barracks with a water feature reflecting the original shoreline. The focus of the area surrounding Stanley Barracks would be a park that could accommodate large-scale events, while maintaining a park-like character integrated with the land and waterscape of Ontario Place.

While distinct zones for new development exist within Exhibition Place, the design of a Trade Centre or additional pavilions-in-the-park would be integrated into the overall built form and open-space character of the site. All of the proposed Trade Centre expansion would take place on land now used for surface parking. Most of the remaining surface parking could be converted to a richer landscape and provided with a more ecologically friendly surfacing.

Ontario Place

Ontario Place – A new route for the waterfront trail could be located along the perimeter of the islands at Ontario Place. The causeway on the east side would be opened up for the canoe trail, and access for the waterfront trail would be provided across a new pedestrian and limited-access vehicular bridge. Access to the western island would be provided across a new pedestrian bridge or by means of a connector such as a ferry. The perimeter of the Ontario Place islands would have to be redesigned to allow for the waterfront trail route and to improve public access. Appropriate revegetation along the perimeter of the islands would ameliorate the harsh climatic conditions, generate visual interest throughout the seasons, and establish a wildlife habitat connection to the Toronto Islands.

Fort York – Opportunities exist to recreate Fort York's historical setting, which played such an important role in the early history of this region and, in fact, of Canada itself. A landscape setting, reminiscent of Fort York's original location on the Lake Ontario shoreline, would be created. This could include a symbolic shingle beach and water element, and a boardwalk along Bathurst Street to Little Norway Park and the Western Gap, where the original Queen's Quay lighthouse, now incongruously located in Gore Park, might find a more fitting home. That would create a landscape setting to integrate historical themes with the present-day city fabric.

Queen's Quay Lighthouse

3.3 OPTIONS AND ALTERNATIVES

In developing the environmental component of the proposed Preliminary Master Plan, many options and alternatives were examined because factors such as timing, cost, and jurisdictional "red tape" may dictate whether environmental improvement is on a modest or grander scale. Those options explored in the study are described in the Appendix (see separate document), as variants on the preferred plan just described.

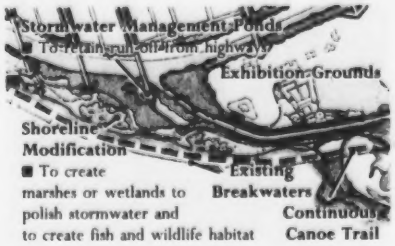

Stormwater Management Ponds
■ To retain run-off from highway
Exhibition Grounds
Shoreline Modification
■ To create marshes or wetlands to polish stormwater and to create fish and wildlife habitat
Existing Breakwaters
Continuous Canoe Trail

FIG. 14
Minimum Environmental Plan

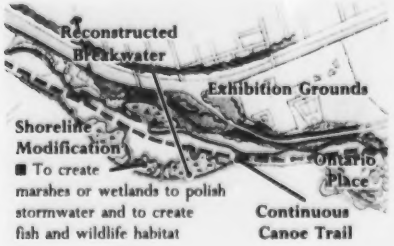

Reconstructed Breakwater
Exhibition Grounds
Shoreline Modification
■ To create marshes or wetlands to polish stormwater and to create fish and wildlife habitat
Ontario Place
Continuous Canoe Trail

FIG. 15
Major Shoreline Modification

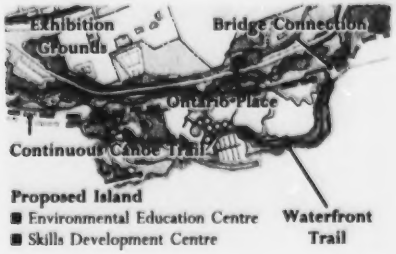


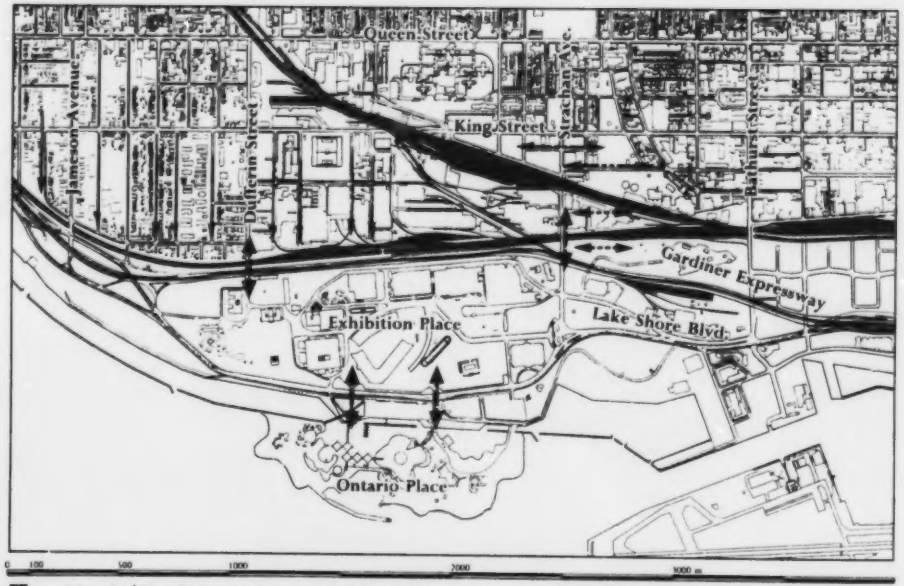
FIG. 16
Fourth Island at Ontario Place

THE TRANSPORTATION FRAMEWORK

4.1 THE TRANSPORTATION FRAMEWORK – ISSUES AND CONTEXT

Garrison Common has exceptional transportation facilities, but limited accessibility. Major road and rail corridors bisect the district, but it is hard to gain access on foot, by bicycle, and even by car. The routes that pass through the area to serve the downtown are serious barriers to movement in Garrison Common itself and have a negative impact on its facilities.

FIG. 17
Transportation Constraints



The role and impact of transportation facilities in the area are about to change radically. Four major proposals with significant impact within and beyond Garrison Common are under active consideration: reconfiguring the Gardiner/Lakeshore Corridor; extending Front Street; possibly realigning the two major GO lines and constructing a new combined station; and extending the Harbourfront LRT.

Decisions on alignments, design, and operation of each of these roads and transit facilities are interrelated and all are the subject of detailed ongoing studies. Although regional considerations have not been ignored, the overall goal of this master plan is to establish a preferred transportation solution within the environmental, economic, and social objectives for Garrison Common, rather than from a more regional perspective. The broader appropriateness of proposed solutions will have to be assessed by later studies.

4.2 THE PREFERRED TRANSPORTATION PLAN

The detailed resolution of all the transportation issues can be only partially provided in this planning exercise and must await the findings of each of the longer term studies. Nonetheless, within Garrison Common, the following specific goals and objectives can be identified.

4.2.1 ROADS

- ***To create a road system which provides a balance between:***
  - ***regional and local transportation needs;***
  - ***social, environmental and developmental objectives for Garrison Common and the waterfront;***
  - ***affordability, costs and benefits;***

- ***To ameliorate the impact of noise, vibration, and pollution, as well as the visual and physical barriers of the Gardiner Expressway and Lake Shore Boulevard on the Garrison Common area.***

- ***To improve road links within Garrison Common, particularly across the railway tracks.***

- ***To create a visually distinctive road system with nodes and gateways to Garrison Common.***

Gardiner/Lakeshore Corridor – Each day, more than a quarter-million vehicles cross the Humber River on the Gardiner Expressway and Lake Shore Boulevard. Some 15 per cent of them are trucks. During the peak hours, there is approximately a 50-50 split between people travelling by transit and by automobile through Garrison Common. The master plan makes the operating assumption that, regardless of new transit capacity, such flows in Garrison Common cannot be accommodated other than on an expressway-type road with a capacity equivalent to the Gardiner Expressway.

- Proposed Roads
- Gardiner Expressway: Existing
- Gardiner Expressway: Buried
- Gardiner Expressway: Section Connecting Existing and Buried
- Proposed Location of Rail Corridors

FIG. 18
Preferred Transportation Plan

The preferred alignment of such a roadway is its current location adjacent to the existing rail right-of-way. A waterfront or lakeshore alignment would appear to be extremely difficult from the perspective of both environmental and transportation design. If the Gardiner is to be reconfigured, it should be within its existing alignment and preferably below grade. Burying the Gardiner does not, however, appear necessary for its entire length in Garrison Common. There are unlikely to be sufficient economic, environmental or developmental benefits generated by lowering the Gardiner at the rear of Exhibition Place, where, in any event, the urban barrier effect is least harmful to the lands on either side and where the need for cross-corridor links is less crucial.

However, between Strachan Avenue and Bathurst Street the Gardiner constitutes a serious visual, physical, and experiential blight on Fort York. This highly elevated section will require continuous and costly repairs if the structural integrity of the expressway is to be maintained. It is physically feasible to reposition the expressway by constructing it below grade. The main local beneficiaries of such a configuration would be Fort York and, to some extent, the adjacent Fleet Street landowners.

The future of the Gardiner, and of this particular section of it, can be finally resolved only as part of a comprehensive region-wide analysis, now under way, of the costs and benefits of the Gardiner/Lakeshore Corridor and by making fundamental policy decisions about the value of the urban environment.

Front Street Extension – The Front Street extension should be planned to extend westerly from Strachan Avenue to connect to Lake Shore Boulevard, west of Exhibition Place. Both east and westbound lanes of Front Street can be carried north of the tracks.

In the preliminary plan, direct access to Garrison Common and its arterial and expressway system is provided at Strachan and at Jameson/Dufferin, with Front Street providing local access to the industrial lands. Furthermore, raising the grade of the land north of the railway corridor as part of the Front Street extension and a new local street system would provide opportunities for underground parking, truck marshalling, and bus storage that would benefit the whole area.

The design of the Front Street extension should incorporate ramp connections to and from the Gardiner Expressway west of Strachan Avenue. This would encourage the diversion of traffic from Lake Shore Boulevard and would be very beneficial in diminishing traffic problems on Lakeshore east of Bathurst Street.

This proposed Front Street connection should permit Lake Shore Boulevard to be downgraded from six to four lanes and be modified to create a waterfront scenic drive while providing access to Exhibition Place and Ontario Place. Traffic speeds should be reduced to facilitate recreational crossings. This may be achieved by introducing traffic signals at intersections. A slower, more curvilinear alignment, with Lake Shore Boulevard moved closer to the lake, appears possible.

Local Streets – Garrison Common now lacks a system of local streets. The city grid should be extended from the north and east to provide the required connections with the adjacent neighbourhoods. Dufferin Street should be extended south to connect with Lake Shore Boulevard and provide access to the many future permanent facilities at this end of Exhibition Place. At the same time, its streetscape and functional design should reflect the special character of Exhibition Place, with low-speed traffic and attractive landscaping. Roads south of the Gardiner/rail corridor in Ontario Place and Exhibition Place should be designed to be closed to general traffic during times of high public use of the grounds and for special events like the Molson Indy.

The alignment and profile of the extension of the Esplanade to Fort York needs careful design. Because the vertical alignment of Bathurst Street will fall southward, the intersection with Bathurst Street should be located as far south as possible to permit the most generous views of the fort.

A major focal point – a large public square in front of the Princes' Gates – is proposed at the intersection of Lake Shore Boulevard, Strachan Avenue, and the Esplanade. Pedestrian access from signal-controlled intersections at the corners of the square would be provided to both Exhibition Place and the Fort York armoury building. The square is intended to provide a monumental forecourt to the Princes' Gates and a distinctive public place marking the western edge of the downtown Esplanade, which will become an important route linking Union Station, the Convention Centre, the CN Tower, and SkyDome with Garrison Common.

What is most important about this proposed system of streets and squares is that they be designed, not with standard exigencies of traffic engineering in mind, but with an eye to beauty and grace.

4.2.2 TRANSIT

Goals:

- ***To improve regional and local transit accessibility for Garrison Common, in order to provide service to all sectors of the public and to reduce the need for private automobile transportation, particularly during high-attendance events.***

- ***To provide a transit system that fosters the economic and tourist development strategy for the area.***

- ***To capture the full benefits of transit investment, including moving people within Garrison Common.***

- ***To provide a fully integrated transit system including TTC, GO Transit, and possibly an Exhibition/Ontario Place people mover.***

- ***To provide direct transportation to Lester B. Pearson International Airport from Garrison Common.***

GO Transit – The Strachan Railway Action Group's proposal for the realignment of the Georgetown GO line to the west is of great benefit to Garrison Common, both establishing the second most accessible regional transit location (after Union Station) in the Greater Toronto Area and freeing up large areas of valuable landlocked industrial land for redevelopment. A single, integrated GO Transit station, serving both the Lakeshore and Georgetown rail corridors and Strachan Avenue, should be located as far west as feasible to make possible direct connections with the Trade Centre. This consolidated station would replace the existing Lakeshore GO station and would become a powerful generator of economic activity.

The Georgetown line passes quite close to Lester B. Pearson International Airport. A direct airport rail link to the downtown, with a stop at Garrison Common and the Trade Centre, would be a powerful component of the transit infrastructure increasingly common in major cities, servicing national and international business and economic tourism as well as the local population.

The existing railway corridor between Exhibition Place and Union Station offers an obvious opportunity for a high-capacity shuttle service to respond to peak recreational and Trade Centre demands, linking back to the hotel and business infrastructure of the downtown core. More technical study is required to co-ordinate shuttle service with interregional passenger service and rail freight demands.

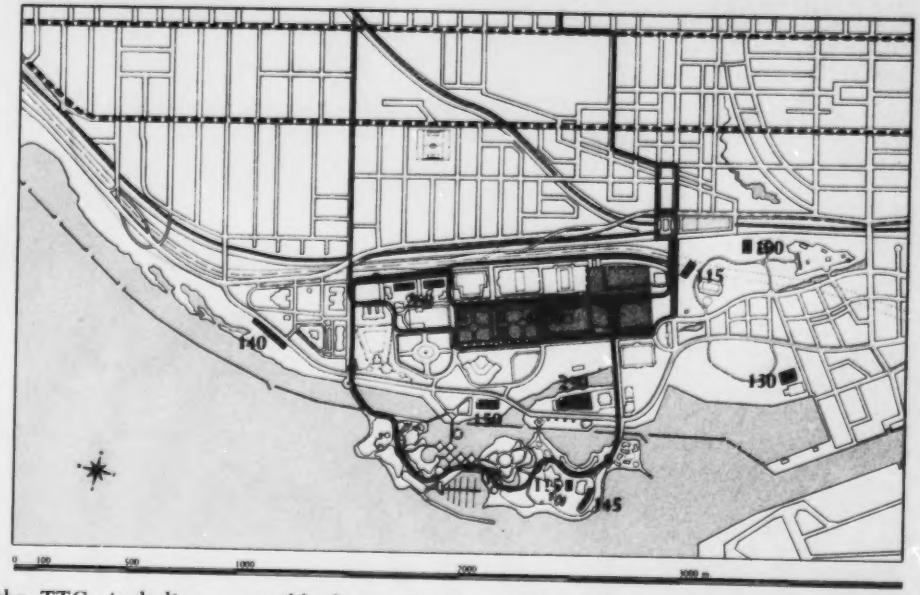


FIG. 19
Preferred Transit and Parking Plan

People Mover and Station
GO Transit Station
GO Transit Corridor
LRT Options
TTC Street Cars
TTC Dufferin Bus
TTC Ossington Bus
Underground Parking (4,800)
Surface Parking (1,445)
Total Parking Spaces (6,245)

Waterfront LRT – The Preliminary Master Plan indicates an LRT alignment along the waterfront. However, a wide range of options is being considered in the environmental assessment study now being undertaken for the TTC, including a possible low-capacity, recreationally focused line along the waterfront and a higher-capacity line within or north of the Exhibition/Trade Centre expansion. The use and timing of the redevelopment of vacant industrial lands north of the tracks will also influence the LRT assessment process.

People Mover – Because of the size of the Exhibition Place and Ontario Place lands, and in response to the large attendance that will be generated by the exhibition and trade facilities, an internal people mover system may ultimately be provided to distribute visitors within Garrison Common and to and from stations and parking facilities.

Initially, this people mover might be an enhanced version of the tractor/trailer units currently operated during the CNE. However, a more sophisticated, perhaps fully automated system, such as a monorail, should be planned and an alignment protected. The configuration of the system should permit both circular and linear operations to cope with fluctuations in ridership demands. Transit fare pricing and operation should be designed to help minimise the need for large surface parking areas. Such a facility could probably best be implemented were Toronto to host the proposed Expo '98. However, anticipated levels of utilitisation suggest that such an internal transit system will ultimately be required for normal operations.

4.2.3 PARKING

Goals:

- ***To eventually displace most large surface parking areas in Garrison Common.***
- ***To provide the required amount of parking needed to ensure the economic viability of attractions funded by both the public and the private sectors (e.g., Ontario Place and Exhibition Place).***
- ***To provide parking facilities that are convenient, safe, and visually compatible with their surroundings.***

Over the last decade, revenues from parking lots that serve Exhibition Place and Ontario Place have been a major source of income for both venues (70 per cent of visitors to Ontario Place come by automobile). Parking lots have been built inexpensively, and provide the high level of convenience demanded by members of the public when they are considering competing entertainment or recreation activities.

These parking lots also serve as staging grounds for temporary structures and rides, whether as the site of the Midway or the bleachers for the Molson Indy. Parking, in fact, dominates Garrison Common: it covers bleak areas that are unused for most of the year, inhospitable to pedestrians and, when filled with cars, an enormous physical and visual obstacle to people moving safely throughout the grounds of Exhibition Place.

One of the major dilemmas facing both Ontario Place and Exhibition Place is how to achieve a balance between expanding and greening Garrison Common, accommodating private automobiles, lost revenues (if private automobile parking revenues were diverted elsewhere), and the changing economics of constructing parking garages (above or below grade) to accommodate parking demands that are irregular and have very high peaks. In order to make underground parking self-financing, a monthly income of about $250 per space is required. If there were 100 event days in each year for which parking areas would be fully utilised, an income of $30 per space per day would be required to make a parking facility self-sufficient.

The amount of parking that should be provided to serve Garrison Common will be dictated, in large part, by how events are programmed and the ability of visitors to conveniently gain access to the site by public transit. The Metro study under way on the expansion of Trade Centre facilities will include an assessment of parking needs. One objective of that exercise is to provide the minimum amount of parking without damaging the economic viability of the Trade Centre. Providing structured parking and removing surface lots should be carefully phased with the new transit improvements to ensure adequate safe and secure access to the Trade Centre and other activities.

Currently, 75 per cent of those attending baseball games at SkyDome use public transit, take taxis or walk, and there is a parking demand of one space for every ten people attending a ball game. Translated to Exhibition Place terms, an event attracting 50,000 people during a day would likely require 5,000 parking spaces, either on-site or within comfortable walking distance.

FIG. 20
Existing Parking Areas

- Surface Parking
  Total Surface Parking Spaces (8,851)
- GO Transit Station
- GO Transit Rail Line
- TTC Street Cars
- TTC Dufferin Bus
- TTC Ossington Bus

Some surface parking would remain within Exhibition Place and Ontario Place. Small, appropriately landscaped lots could be located throughout the grounds for casual, recreational uses of the park. The landscaped hard surfaces used for festivals would also be available for parking at times when no events were taking place.

There may also be opportunities to create a reservoir of off-peak parking in redeveloping lands north of the railway tracks, particularly if those lands are developed for commercial or business uses. Furthermore, the raised grade created for the Front Street extension would provide the opportunity for underground parking and truck marshalling yards in close proximity to the Trade Centre. Parking spaces in the downtown area are unlikely to be viewed as practical for those visiting Exhibition Place, even if high-quality transit were provided between it and downtown.

An option that should be evaluated is the provision of some downtown commuter employee parking at Exhibition Place with a strong transit connection to the Financial District. This type of arrangement would provide additional weekly parking revenues at times when the Trade Centre demands were not high. The financial risks of such an arrangement would have to be carefully assessed, because a large number of workers driving cars into the downtown are dependent on them during the work day or are very car-oriented and would not readily shift to a multi-modal work trip.

An interim parking strategy for Garrison Common might necessitate the use of vacant lands north of the railway tracks for temporary parking lots, which would eventually be displaced as the area redevelops. This may contradict present municipal policies that aim to minimise parking in the centre of the city, but may be the only practical short-term strategy for greening Exhibition Place while maintaining accessibility and the success of expanded Trade Centre facilities.

4.2.4 Other Transportation Modes in Garrison Common

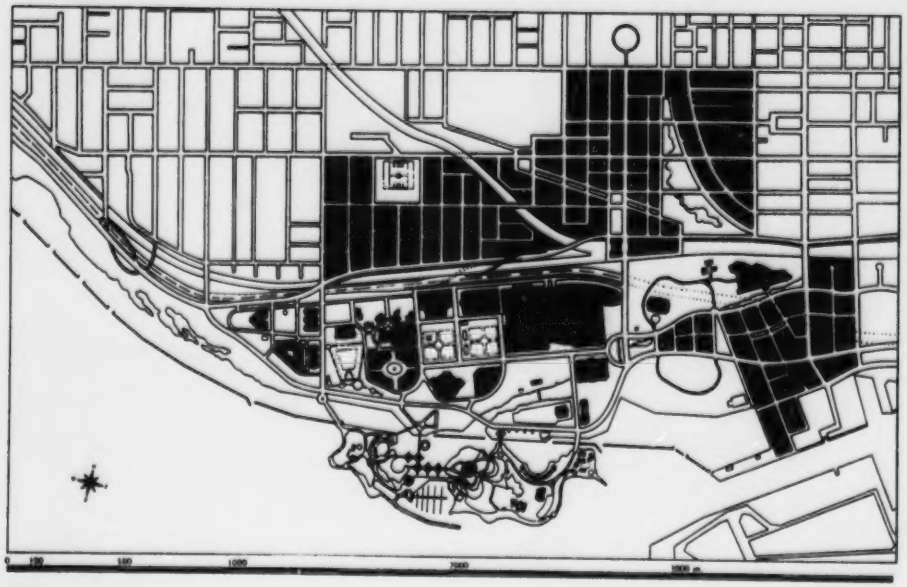
A transit strategy for Garrison Common should also place high priority on walking and bicycling. Creating a good set of road connections to the north, east, and west will allow pleasant and simple accessibility for non-motorised movement, potentially a high proportion of recreational trips.

The plan also provides for future development of water-borne transportation along the waterfront and across Lake Ontario, in its proposals for the canoe trail and for a water-taxi pier at Ontario Place.

THE PRELIMINARY MASTER PLAN

The specific physical proposals contained in the Garrison Common Preliminary Master Plan have been developed within the ecosystem approach to planning. Development of the master plan was based on the belief that incorporating natural systems in the planning process at all levels is essential to a healthy environment. This ecosystem perspective is reflected throughout the plan which, for the purposes of this section, has been broken down into components of land use, streets and blocks, open space, and historic elements. Collectively, these initiatives are intended to bring a clear sense of place, beauty, and order to Garrison Common. Subsequent sections elaborate on the planning framework, design, and options for each sub-area; evaluate the plan's options and opportunities; and present an implementation framework. It must be remembered that this plan is not the final word on the future of Garrison Common but is a concept, a vision for directing future development in the area. Other options or alternative directions are presented, and they should be considered further before a final master plan can be established.

FIG. 21
Proposed Land Use



- Mixed Uses
- Residential
- Trade Functions
- Tourism & Historic Functions
- Transportation Gateway
- Reindustrialisation

5.1 LAND USE

The Preliminary Master Plan proposes to continue and enhance the park focus of Ontario Place, Exhibition Place, Coronation Park, and Fort York. While the east end of Exhibition Place would experience significant redevelopment in the form of an upgraded Trade Centre, its built form would complement the surrounding park. Development on the balance of the major public lands would be in the form of infill buildings on a scale and character consistent with those already established.

The Fleet Street lands would be the site of medium-scale mixed commercial and residential development as a transition from the higher-scale development proposed for the Railway Lands to the park-like environment of Fort York, Ontario Place, and Exhibition Place.

The Northern Reindustrialisation Area would undergo reindustrialisation west of Strachan Avenue, with mainly trade mart-related light industries such as printing, graphics, and communications. In fact, these industries are increasingly locating in the empty warehouses of the district. East of Strachan Avenue, a commercial/residential mix similar to that of Fleet Street is envisaged, the highest densities being in proximity to the consolidated GO station. Heights and densities would decline north and eastward to conform to the existing residential neighbourhoods of Niagara and Parkdale.

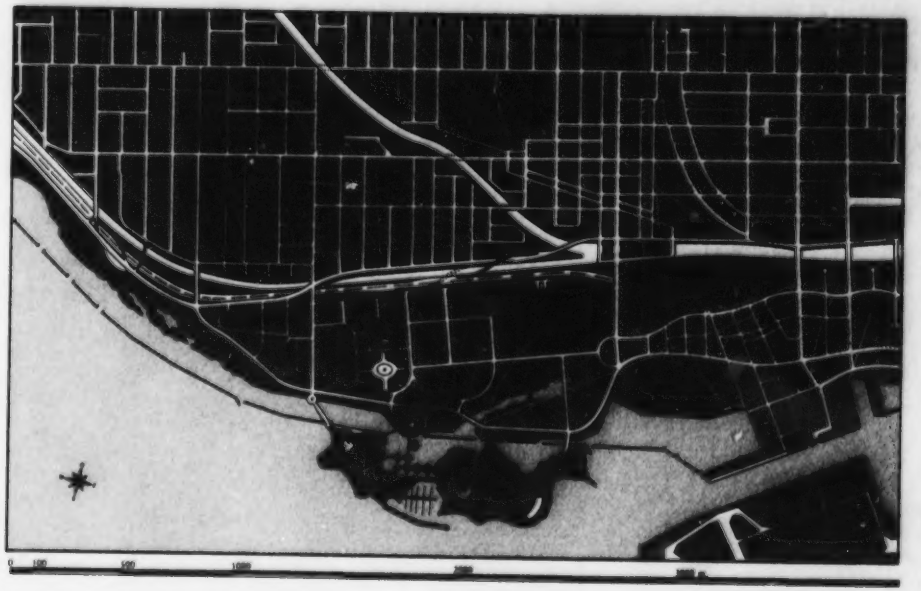
5.2 STREETS AND BLOCKS

In general, the Preliminary Master Plan proposes to extend the city grid pattern of streets from the north and the east into Garrison Common. In the Fleet Street lands, Fleet Street itself would disappear and the Esplanade would continue from the east to the Princes' Gates, crossing Bathurst Street at the lowest feasible grade. Lake Shore Boulevard would be slightly realigned in front of the Gates so that Princes' Gates Square could be created. View corridors from Fort York to the lake would be retained and, in some instances, improved by burying the Gardiner Expressway in this section and aligning those streets that have excellent views.

Princes' Boulevard would continue westward from the Princes' Gates through Exhibition Place, creating an organising element for the varied activities and events that take place there. Lake Shore Boulevard would also be realigned to the south at Ontario Place to create a more scenic waterfront roadway.

At the west end of Exhibition Place, the various existing and proposed pavilions would address the network of narrow, pedestrian-oriented streets in keeping with the existing beaux-arts landscape.

FIG. 22
Proposed Streets and Blocks



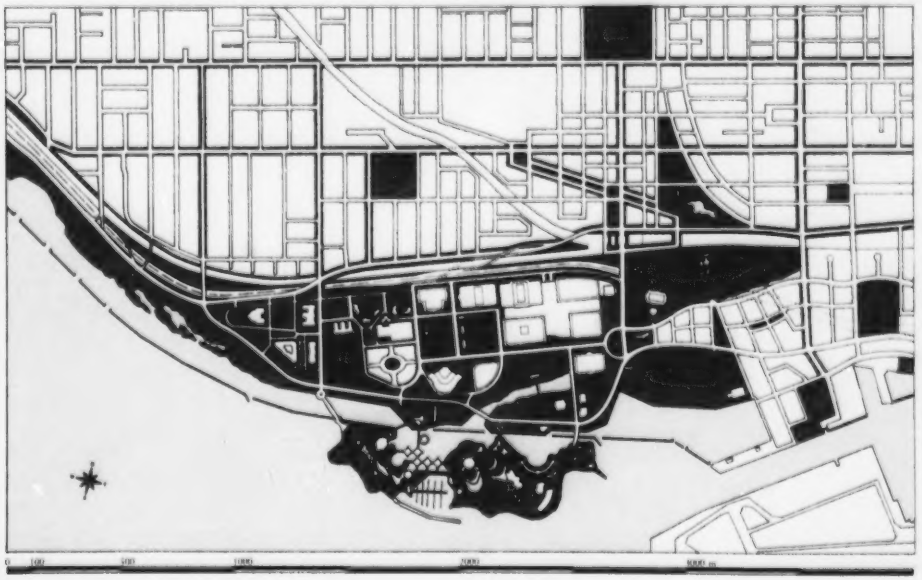
Access to the Northern Reindustrialisation Area would be significantly improved with the proposed Front Street extension; it would become a continuation of Lake Shore Boulevard from the west, with ramps to and from the Gardiner Expressway, and intersections at Dufferin Street, Strachan Avenue (with the consolidated GO station), and Bathurst Street. This area would also have a linear park, similar to the one in the St. Lawrence neighbourhood, once the existing rail corridor is relocated to the west.

Ontario Place would retain limited vehicular access to the east island for servicing and to reach the recreational parking areas.

5.3 Open Space

The integrity of the park focus of Garrison Common is maintained and enhanced in the Preliminary Master Plan. In addition to retaining and improving the existing open spaces of Ontario Place, Exhibition Place, Coronation Park, and Fort York, a green network is envisaged from Trinity Bellwoods Park down to the waterfront. This green network would permit the re-creation of the original Garrison Creek ravine through Stanley Park, and would open up Fort York, giving the historic site the prominent park setting it deserves and access from both the north and the south. To the northwest, the green corridor would follow the original Black Creek corridor from Stanley Park. All these open-space systems would be linked strongly to the waterfront and the current impediments of the transportation corridor would be bridged or reduced in impact.

Fig. 23
Proposed Open Space



The existing sea of asphalt at Exhibition Place would be greened: at the east end, appropriately landscaped hard surfaces would accommodate the large festivals envisaged for the site. The integrity of the west-end beaux-arts landscape would be maintained and enhanced through the creation of more pavilions-in-the-park and landscaping.

By extending the waterfront trail along its shoreline, Ontario Place would gain improved access and landscaping on its outer edge.

5.4 HISTORIC ELEMENTS

Ways of recreating and enhancing the historic elements of Garrison Common are part of the Preliminary Master Plan. Improvements to Stanley Park and creating the northwest linear park would symbolically re-create Garrison and Black Creeks respectively. Liberating Fort York and its setting in a green-space network would give it the prominence its history merits. The festival grounds located where the buildings of Stanley Barracks once stood would give an indication of their military parade grounds. The plan also envisages a Trade Centre worthy of the trading function that Garrison Common has traditionally played since before European settlement. Finally, the gesture of bringing water elements into Exhibition Place, Princes' Gates Square, and Fort York would represent a symbolic re-creation of the original Lake Ontario shoreline.

Scadding Cabin at Exhibition Place

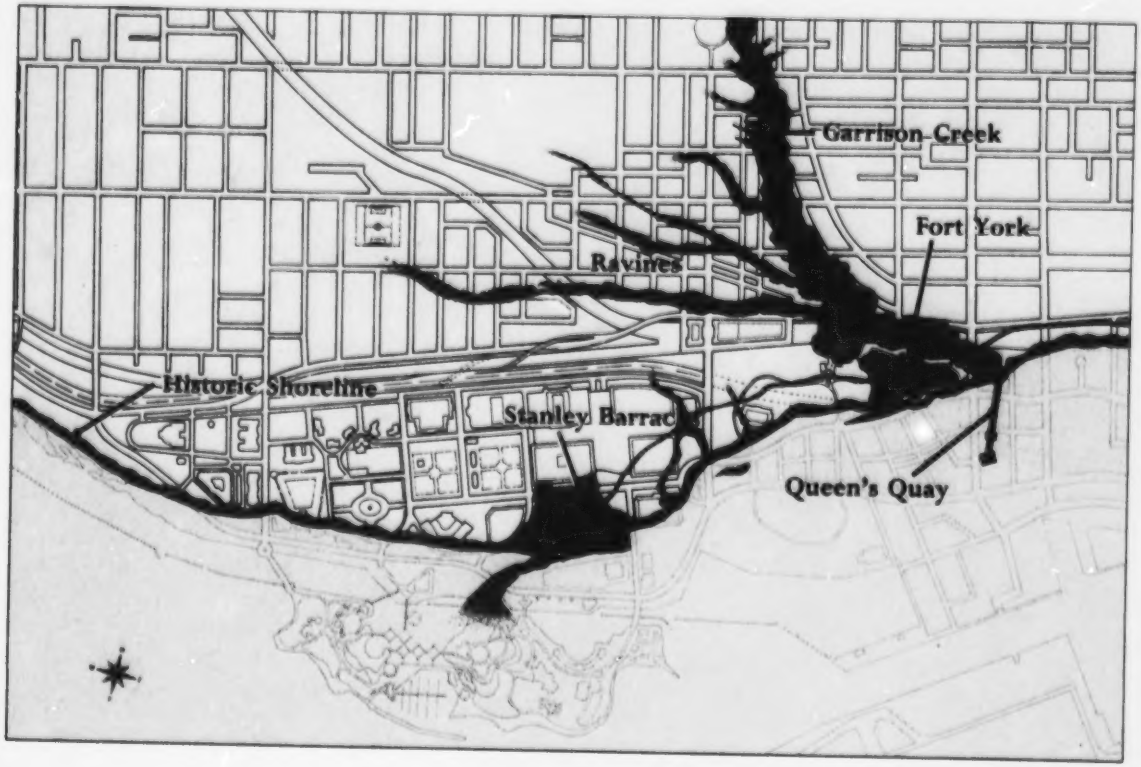
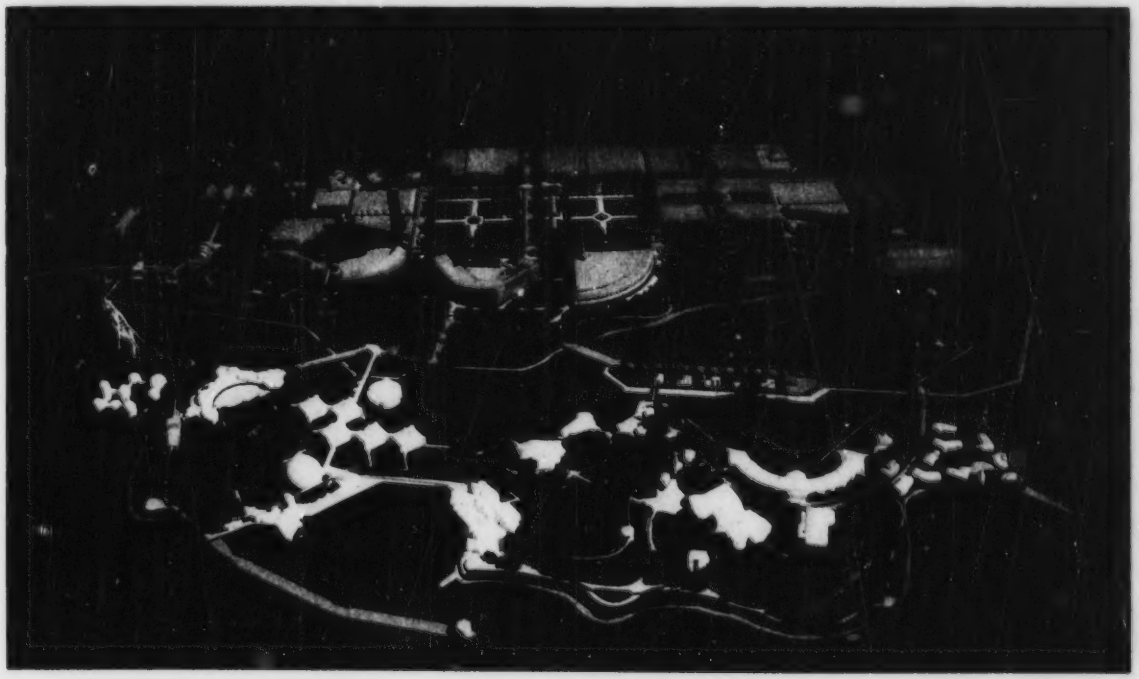


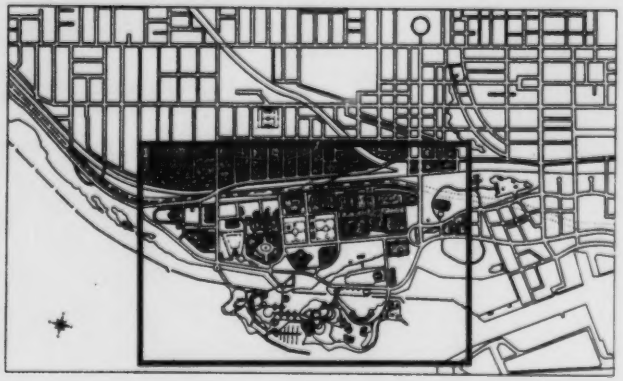
FIG. 24
Historic Elements

Garrison Common from the South



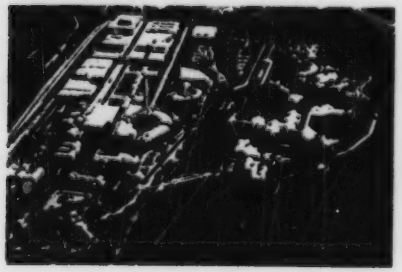
Fleet Street Area and Fort York from the East

ONTARIO AND EXHIBITION PLACES



6.1 A COMMON STRATEGY

Ontario Place and Exhibition Place make up the centrepiece of Garrison Common. They constitute the primary location for the achievement of the plan's tourism, trade, and entertainment objectives. Although under very different ownership and management styles, they share many of the same problems. The proper regeneration of this area requires that their component parts be analysed, planned, and, ultimately, managed as one unit. This Preliminary Master Plan provides a framework for the strategic restructuring necessary. Several common principles should guide the regeneration process, but one overriding objective must be achieved: to establish a compelling and revitalised image of these grounds in the minds of Torontonians and visitors alike. This can be achieved by:



Increasing the level of activity – Existing patronage of the two places is very seasonal, event-related, and generally directed towards particular demographic or interest groups. Those use patterns are also extremely light, given the proximity to the downtown and the size of public investment in these amenities. Raising activity to a point at which self-sustaining levels of use can take place will require bold initiatives in transit, major trade, recreational, and other permanent facilities, as well as radical changes in operating policy. Failure to raise revenues to cover operating expenses will mean continuing deficits and reliance on scarce public-sector capital funds. However, a market basis for many of the facilities should be attainable if proper advantage is taken of the locations, easy access is provided, and the overall level of activity is substantially increased.

Encouraging year-round use of the grounds and buildings – Extending the activity seasons means finding year-round uses for many of the buildings and programming popular activities for the winter and shoulder seasons. Major expansion of the functions of the Trade Centre will bring more people to the eastern section of the Places, which should benefit all areas. Too many of the other existing buildings are used only temporarily or occasionally. Entertainment, educational, cultural, recreational or similar permanent uses should be found for them, not only to ensure they are retained and rehabilitated, but because more use will encourage more people. The activities will interact and support general public recreational activity, providing a reliable market base for cafes and restaurants and permitting permanent private investment.

Developing popular conventional recreational use opportunities – Developing more simple general recreational uses, from jogging, cycling, and canoeing to simply walking, picnicking, and enjoying nature, would result in a major change of the Places' character. The key is to open Ontario Place to the full waterfront trail system, improve the accessibility of remote or isolated areas like Fort York or the west end of the Places, and create transit, street, and pedestrian links to the city.

Making the area a publicly accessible urban park – The general public should be able to use Ontario Place and Exhibition Place as a conventional urban park throughout the year. Buildings of varying sizes, uses, and activities – operating on a charge-for-entry basis – would be located in the Places. Wherever possible, their ground floors should be designed to be of general public interest and access. The model is Tivoli Gardens in Copenhagen, where visitors can choose to pay for a large number of diverse and popular activities or just use the grounds, free of charge, for casual recreation. Ontario Place's open-gate policy this year, which resulted in a dramatic leap in attendance, has shown the way.

Charges to enter the grounds, or sections of the grounds, should be made for particular events or festivals like the CNE, Caribana or the Molson Indy, but admission would be free on other occasions.

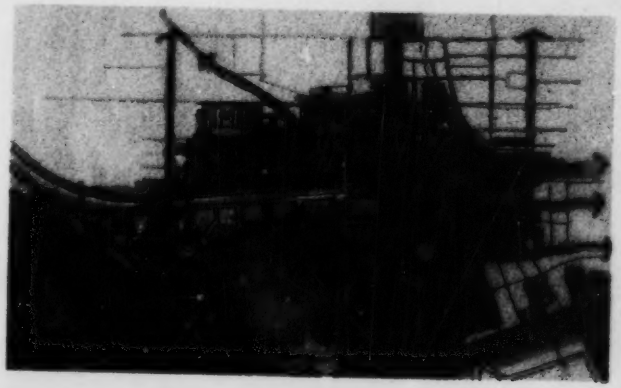
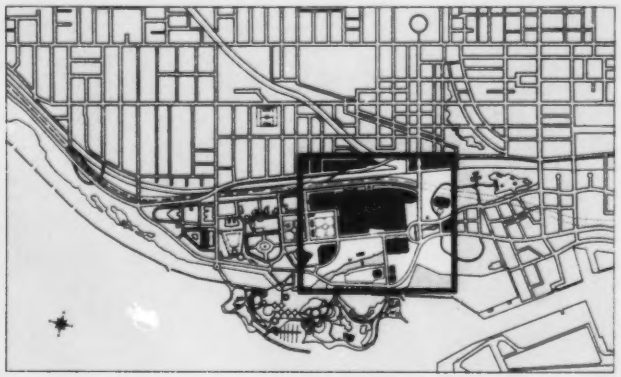


FIG. 25
Urban Structure

Maintaining an image of quality in buildings and environment – The character of the grounds and buildings should be of the highest quality, creating in themselves a unique destination. This means the greatest attention should be paid to architectural and landscape design. The most diverse range of temporary activities should be encouraged within the overall context of permanent quality, with no strong prescriptions about content or taste. The overall sense should be of a green network linked to the city and along the waterfront, a greatly expanded and unified public park, stretching from Bathurst Street to Jameson and continuing east and west along the waterfront. Within that frame, different areas can be developed – the proposed infill pavilions at the west end, the waterfront village structures of Ontario Place or the substantial Trade Centre complex at the east end of Exhibition Place – but the overall sense of open landscape and water must prevail.

Encouraging permanent uses that provide diverse experiences and are worthy of the location – When considering types of uses to be housed permanently in existing or future buildings, emphasis should be on those that meet the broad recreational, cultural, educational, and economic mandate of the area. A symbiotic mix must be achieved that broadens the experience and lengthens the visitor's stay in Garrison Common and makes people want to come back. If this is achieved, Garrison Common is likely to become a very popular place and many different and additional types of users will want to be given space in the buildings or on the grounds. Priority should be given to those that are linked with public activities and the area's traditions and, therefore, deserve a prominent place on the waterfront.



6.2 EXHIBITION PLACE EAST

Exhibition Place East consists of that section of Exhibition Place east of the stadium.

6.2.1 PLANNING FRAMEWORK

This area, characterised by existing trade and exhibition buildings, and vast parking lots, provides two remarkable opportunities: to undertake a qualitative and quantitative expansion of the Trade Centre function, and to dramatically transform environmental quality.

The Trade Centre complex is currently being intensely studied by an interim partnership of public- and private-sector interests. The complex will have a major impact on the entire Garrison Common area. The detailed planning process, culminating in a business and design plan presentation to the Municipality of Metropolitan Toronto, will not conclude until spring 1992. At that point the precise development program and process will be known.

The Trade Centre proposal under review involves renovating the existing exhibition buildings and adding new, temporary exhibition halls for a total of approximately 139,350 square metres (1.5 million square feet). Trade marts and permanent display buildings catering to particular industry groupings would add at least a further 92,900 square metres (1.0 million square feet). It is worth noting that successful trade centres in other cities have also added hotel, recreational, and ancillary office and retail uses.

The planning process for the Trade Centre should be realised within a basic framework, illustrated in the Exhibition Place East Concept Plan (see Figure 26). The plan suggests that the initial program, though substantial, can be successfully adopted on the site.

Trade Centre – The Trade Centre building can perform a number of functions for the whole site. It could provide the nexus of a weather-protected circulation system from the consolidated GO station and other transit lines to many points deep within the grounds. Most important, it could provide underground parking for the entire Garrison Common area. Surface parking is one of the principal blights on the present environment of the grounds. A realistic surface parking reduction program should provide a large supply of accessible and conveniently located underground or structured parking. The Trade Centre could supply underground parking to meet its own requirements as well as service off-peak recreational and commuter needs.

Historic Buildings – Several of the existing buildings in the area are of considerable historic and/or architectural interest. The historic elements of the northern tier of buildings, notably the Horse Palace and the Coliseum, should be successfully incorporated into any Trade Centre expansion. The Automotive Building is designed as and should remain an independent trade structure, although the physical strength of its architectural base suggests the opportunity to build upward within the existing walls.

The Stanley Barracks building needs to find a new function. The Toronto Historical Board is relocating and the current Marine Museum is not satisfactory: exhibit space is inadequate and the building lacks a connection to the water. The Preliminary Master Plan proposes that the Marine Museum be relocated to the East Basin of Ontario Place. The barracks building could perhaps become a unique meeting and reception centre for the district. There are obvious restaurant opportunities. This historic building requires a proper site, which could be provided by symbolically re-creating the original shoreline and associated water feature. The Automotive Building could be paired to the west of Stanley Barracks with a similarly scaled new structure.

In general, development south of Princes' Boulevard should provide more open space, contributing to the overall green plan, while development north can be more consolidated.

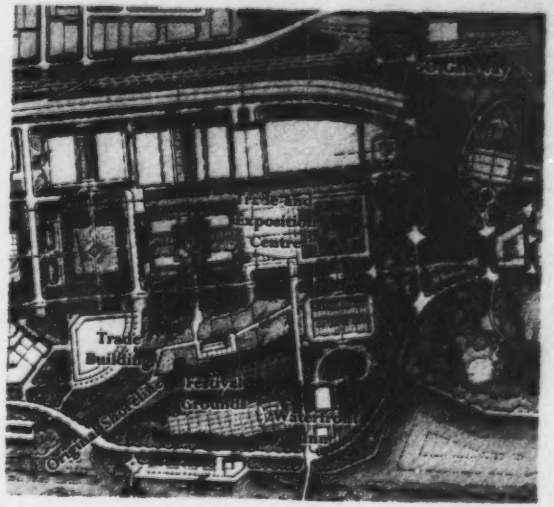
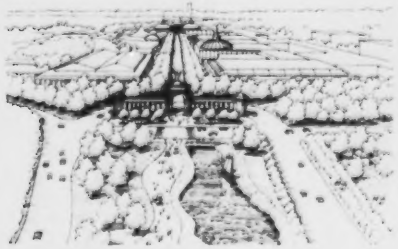


FIG. 26
Exhibition Place East Concept Plan

Perspective of Stanley Barracks and Trade Centre



Perspective of Princes' Boulevard

Princes' Boulevard – The development of a major ceremonial boulevard along the axis of the Princes' Gates can provide one of the principal organising elements for the entire combined Exhibition Place/Ontario Place grounds. The termination of the Esplanade and Lake Shore Boulevard at Princes' Gates Square permits two minor service roads to round the gates and provide access and address to the many major buildings along Princes' Boulevard. If the Exhibition Stadium is removed or down-scaled as a performance venue, Princes' Boulevard could continue through to the west end of Exhibition Place, tying together the many distinct new places within the grounds.

Festival Grounds – Different areas of the grounds can become home to a wide range of large-scale celebrations and festivals. The successful accommodation of the CNE and other major festivals has to be a primary goal for all areas of the combined grounds. What is clear is that large outdoor areas with suitable surface treatment are necessary to accommodate functions like the CNE, the Spring Midway, the Cirque du Soleil, the Molson Indy, and the booths, stands, temporary structures, heavy vehicles, and other features of fairs and festivals. Level grassed areas with broad pathways of limestone fines or other porous but compacted surface material would seem best suited for such a surface.

Relocating Lake Shore Boulevard south along the water's edge and creating the water feature would have the effect of transforming the east parking lot at Ontario Place into a new island, particularly appropriate for pay-as-you-enter events requiring hard surfaces.

Temporary Activities – The CNE, Royal Agricultural Winter Fair, and any future festivals require the availability of indoor and other weather-protected space. Renovating existing exhibition buildings and finding permanent uses for many of the under-utilised buildings should be undertaken in a way that ensures that these important occasional events continue. Long-term leases to permanent users should ensure accessibility and co-ordinated activities programming. Flexible indoor space, at reasonable rents, should be made available on the grounds. Management should also consider the use of high-quality tent structures for many such temporary activities.

The major changes contemplated for the grounds provide a badly needed opportunity to revitalise some of the primary temporary uses of the site, particularly the CNE, the continued health and presence of which is essential to the area's historical continuity. At this time in our country's history, it would be a stimulating challenge to create a national exhibition more reflective of the strengths and qualities of Canada.

6.2.2 ISSUES AND OPTIONS

Impact of the Trade Centre – The size, nature, and feasibility of the proposed Trade Centre complex need to be reviewed carefully as part of the ongoing interim partnership process to ensure that significant expansion successfully achieves economic development objectives for the region without overwhelming the public qualities of the grounds.

The desired floor size for a multi-storey trade mart is 18,500 to 23,500 square metres (200,000 to 250,000 square feet); the temporary exhibition hall would be arranged primarily on a single floor. Buildings would therefore tend to be low but sprawling, like those now on the grounds. Given the size of the grounds, they should be able to accommodate these new amenities without difficulty.

The exact massing and arrangement will have to be studied carefully. All facades of the complex will be important, and the orientation to the south should be carefully designed to enhance the open-space areas and activities. Taller buildings should be located to the north and east. A strong facade and a good building address should also face east: this, along with the Fleet Street development, will establish a strong urban edge around the Fort York open space area.

Environmental Opportunities – The Trade Centre should also contribute creatively to the natural ecosystem of Garrison Common. In such a large complex, utilising a natural lakewater cooling system recommends itself. Such a technique is well understood and is used, for example, at the Queen's Quay Terminal building. Stormwater roof and surface run-off could be managed in environmentally useful ways, perhaps in concert with the program of creating wetland. The very scale of building permits innovations in waste management, energy use, circulation, and many other fields that would set this complex apart from its competitors and fit the environmental creativity of the overall plan.

Economic Benefits – Properly managed, the new Trade Centre would constitute a major contribution to the regional and national economy. Toronto now lacks any facilities comparable to those in other competitor cities. The program under discussion would make Toronto North America's third or fourth largest city in terms of trade and exhibition space. Comparable centres in other cities are better regional economic multipliers than most other forms of investment. Primary beneficiaries of the Trade Centre complex would be those key Ontario industrial sectors able to display their goods and services to the world in both temporary exhibitions and permanent trade marts.

Such direct benefits are augmented by the growth in communications, exhibitor services, graphics, and printing industries in the Metro area. The indirect benefits to the trade and strategic growth sectors of the economy are no less substantial. It has been estimated that direct hospitality industry benefits will exceed $80 million in annual recurring benefits and that 4,000 construction and 6,150 indirect jobs could result from the Trade Centre, as currently proposed.

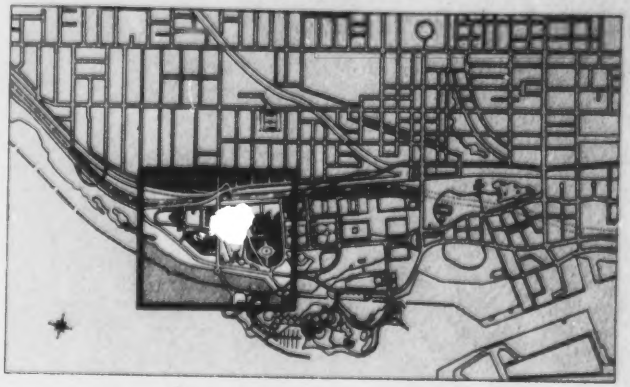
The ongoing partnership study being undertaken by Exhibition Place and Metrex Inc., a consortium of trade centre developers, should clearly establish the regional and national economic case for the Trade Centre and ensure that it is designed to achieve the greatest strategic industrial spin-offs for Canada, Ontario, and the Toronto area. Only then can it justify the level of required public investment.

Such benefits will be forthcoming only if the Trade Centre is designed and aggressively marketed to bring new wealth into the region and to serve strategic growth areas of the economy. If the Trade Centre project is to be undertaken, its scope, management, and marketing must be international. Other cities have made the mistake of either under-sizing their facilities so that they fail to attract international shows or having local activities dominate their bookings.

Consideration should also be given to making this area a "free trade zone" in which U.S. and other internationally traded goods could be exchanged in bond. Such bold steps would strongly support the international orientation of the district's industrial strategy and support the attractiveness of the Trade Centre in relation to U.S. and other competition.

Future Trade Centre Expansion – If it is successful, the Trade Centre will expand in the future. Expanding Trade Centre activities at Exhibition Place can occur to the west, but will eventually be restricted by the demands for open space and the activity and environmental imperatives of that special place. Future expansion could quite naturally occur to the north. Indeed, much of the industrial activity in the western part of this district is already Trade Centre-related. New development in the area should therefore be carefully managed through land-use and other regulations to protect an adequate supply of land for expansion.

6.3 EXHIBITION PLACE WEST



Exhibition Place West consists of the pavilions and park area at the extreme west end, and the larger exhibition buildings and the stadium at the centre of Exhibition Place.

6.3.1 PLANNING FRAMEWORK

The planning framework for the district is illustrated in the Exhibition Place West Concept Plan (see Figure 27).

Wonderful and Unused – The western end of the grounds has always been isolated from the rest of Exhibition Place and from the city as a whole. It is a remarkably attractive place, with its fine old buildings and marvellous open spaces giving out on the lake. It needs to be strongly connected by both street and trails to the city to the north, to Marilyn Bell Park and Humber Bay to the west, and by trail connection to the south to Ontario Place. In that way, greater awareness of its charms will lead to greater general public recreational use and greater permanent opportunities for the re-use of its buildings.

Uses for the Pavilions – Permanent uses should be found for the historic pavilions-in-the-park at the west end of Exhibition Place. The cost of preserving them as very occasional use structures cannot be justified. Furthermore, the lack of permanent use contributes to the void of activity in this section of the grounds for most of each year. Using previously described criteria, uses might include:

- ***a popular interactive science centre;***
- ***a film, television, and video production/presentation centre;***
- ***a centre for the visual arts;***
- ***an artists-in-residence program;***
- ***cultural, educational, and environmental institutes with a broad public outreach;***

The Ontario Government Building at Exhibition Place

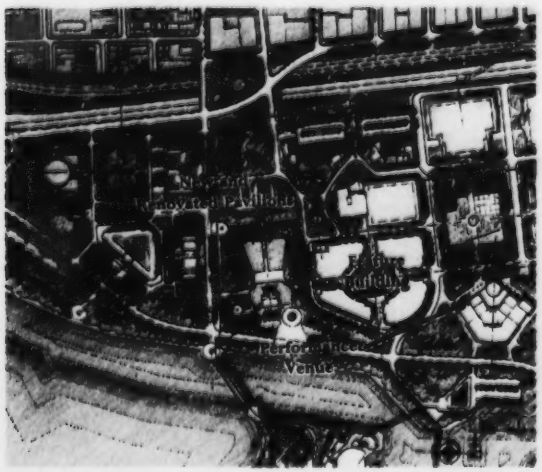


FIG. 27
Exhibition Place West Concept Plan

- ***an equestrian centre (Horse Palace);***
- ***a major sports facility;***
- ***an aquarium;***
- ***entertainment, dancing, and restaurants;***
- ***permanent homes for major cultural institutions such as the ballet, the opera or the Ontario College of Art.***

The essential concept for the area is that of a campus of uses that are popular, enjoyable, and even instructive or elevating but neither a museum nor a theme park. The area is so big that new pavilions can be attractively located here, adding to the critical mass of activity and filling out the beaux-arts parkscape.

The Stadium – The stadium has been a dominating and important presence at the centre of Exhibition Place for generations. However, with the development of SkyDome, no significant revenue-generating use can now be found for the building in its current form. Although its present lay-out makes it a poor candidate for most smaller sporting events or concerts, it is the fourth largest open air concert venue in North America and plays an important role in the popular entertainment of the city. The potential exists for radically down-sizing, restructuring, and partially covering the existing facility to better accommodate concert functions. The idea has a lot of merit in that it preserves and improves the most useful operational function of the stadium and protects a significant public investment.

North Grandstand of the Stadium

A good marketing study is needed to assess how a down-sized facility with a seating capacity of approximately 25,000 would fit into Toronto's entertainment mix, with the Forum's 5,000 to 8,000 seats and possible expansion plans, as well as the larger venue of SkyDome; it should also examine what programming split would make most sense. There are also the issues of noise abatement, crowd control, and interference between the Garrison Common venues that could be handled only by co-ordinated management. If the stadium is demolished in its entirety, this site could become the venue for a new sports or entertainment facility.

Garden Landscaping – This section of the grounds badly needs to be organised so that the fine pavilion buildings can stand properly in the landscape, in a classic lay-out for exposition, with correspondingly high-quality formal landscaping and gardens. Involving garden clubs and other institutions in landscaping has been very successful elsewhere in the city, particularly in St. James Park, and it should be explored here. Theme gardens, like the existing rose garden, or a colonial garden, memorial garden or garden for the blind, would be particularly appropriate and become popular attractions. The Preliminary Master Plan suggests one such organising plan and many variants are possible.

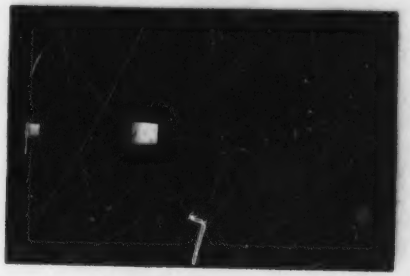
Road Access and Circulation – A series of roads and improvements to pedestrian walkways on the grounds are needed to provide access to permanent facilities and for general public use of this very large area. These should be designed, engineered, and landscaped as park roads, with convenient pedestrian crossings and very slow traffic speeds. General traffic access would be restricted during high-use periods.

Dufferin Street should get special landscaping treatment north of Exhibition Place given that, with the jog at Queen Street eliminated, the district would be more strongly connected north to the city.

Reducing Lake Shore from six lanes to four and attempting to slow traffic would permit frequent pedestrian crossings to Ontario Place and west to Marilyn Bell Park. Extending a broad park deck south from Dufferin over the Gardiner would likely make it possible to establish a pedestrian and vehicular connection from the north to the grounds, from Parkdale in general and Lamport Stadium in particular.

Obsolete Structures – Some of the less distinguished, larger post-war structures, such as the Better Living Centre, the Food Building, the Confederation Square complex, and the Hall of Fame have now outlived their usefulness. Their scale and design, the fact that they cannot practically be used permanently, and their lack of heat and of fire sprinklers make it useless to consider retaining them. It is essential to remove the skeletal geodesic domes, false fronts of franchise booths, landscaped trailers, and other ramshackle structures that now clutter the site. These should be replaced by new, attractive, inviting, and frequently used pavilion-type buildings.

Better Living Centre at Exhibition Place



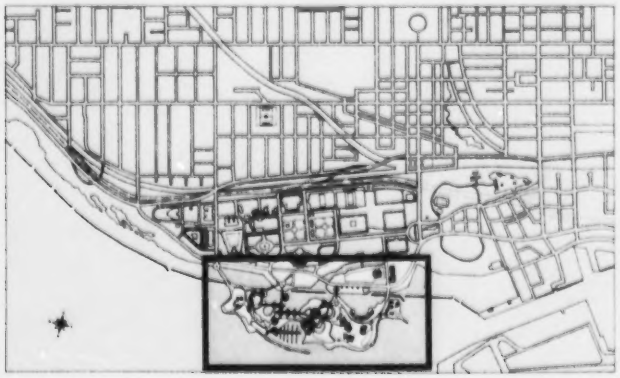
Better Living Centre Is a Barrier – The westerly extension of Princes' Boulevard on axis from Princes' Gates is currently blocked by the stadium and the Better Living Centre. Extending it to the west is a principal remedy to the isolation of the area and a more appropriate termination for this grand boulevard than the lumpen and impractical Better Living Centre. The building, which is unheated and unserviced, effectively blocks the transition from the large exhibition buildings at the east end to the pavilions-in-the-park at the west and from the lagoons of Ontario Place north into Exhibition Place.

There are two options for this important location: the Better Living building could be demolished and the area added to the park space, or the site could be regarded as an opportunity to house an appropriate major institution, regional attraction or other new facility when the need arises.

6.3.2 Issues and Options

Screen Prospective Users – The types of permanent uses of existing pavilions and any new infill buildings would have to be screened carefully so that the area, while attracting significant private investment, retained its public character and did not become overly commercialised. It is important that this program of permanent use accommodate and enhance activities like the CNE and other occasional festivals.

Demand for permanent uses is likely to exceed the supply of available buildings and infill locations, especially once other elements of the Garrison Common plan are put in place. Prematurely disposing of the opportunities provided by such demand would be a shame; long-term use of existing buildings and construction of new ones should be undertaken on a business basis or should utilise public funding with no net cost to public owners of the land. Long-term leases to independent operators should ensure that buildings are fully renovated and that public accessibility is assured. Lease payments could support general recreational use, festivals, and other popular events.



6.4 Ontario Place

Ontario Place consists of the land and water area south of Lake Shore Boulevard.

6.4.1 Planning Framework

The major plan proposal for Ontario Place has two primary thrusts: to further develop the open-gate policy initiatives already under way, and to add several new permanent attractions, including a "Waterfront Village" and a large screen cinema complex that can draw from the increased number of visitors to the area. The policy initiatives are designed to move Ontario Place towards becoming a year-round, generally accessible public park, within which a series of pay-for-entry facilities are located. The planning framework is illustrated in the Ontario Place Concept Plan (see Figure 28).

Year-Round Accessibility – A move towards year-round public accessibility requires that the existing circulation system be developed to accommodate pedestrian traffic and bicycles and other vehicles at the indicated locations.

To the extent possible, a walkway should be developed on the water's edge around the islands, landscaped from the parking lot on the east island, to take advantage of the stunning lake views and overcome the curious internalisation away from the water of much of the activity at Ontario Place. The current circulation pinch points, particularly at the marina bridge, should be redesigned to accommodate new flows of people. Some of the seasonal booths and concessions and activity areas may need to be strengthened for intensive use, and there may be some areas of insecure, indefensible space that should be re-evaluated.

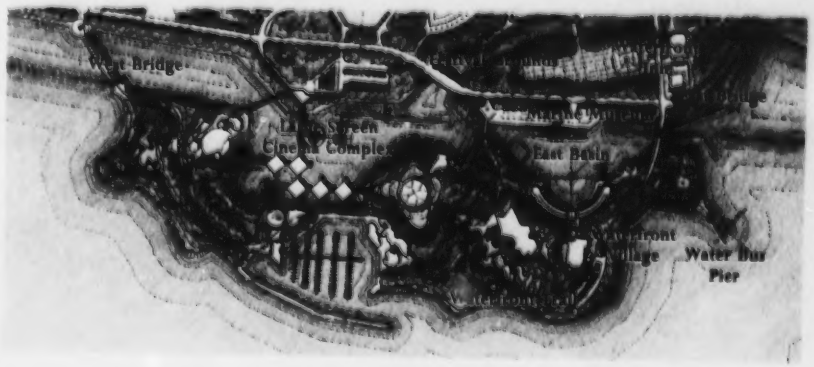


FIG. 28
Ontario Place Concept Plan

The introduction of year-round public use may need to be managed in phases to ensure that conflict and problems do not occur. Bicycle use, for example, may be difficult to accommodate at all times of the year given the degree of crowding, and many specific site design features may have to be restricted. Similarly, times of high activity during major festivals or concerts may require some limitations on access to maintain Ontario Place's other amenities.

The new connection for pedestrians from the west island to Marilyn Bell Park could be in the form of a conventional bridge, a floating bridge or a ferry. It certainly presents an interesting design challenge.

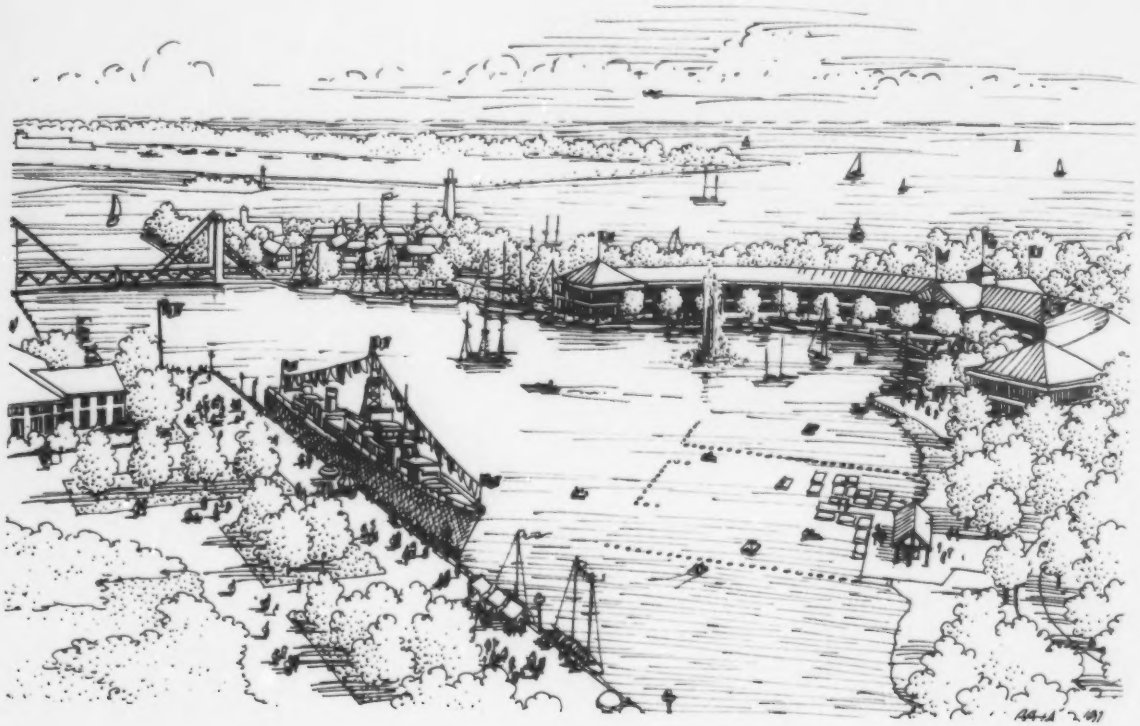
The existing road connection at the eastern end needs to be redesigned as a bridge to allow for better water flow and the passage of canoes and rowing boats, and for the significant numbers of casual users, joggers, and cyclists who would use the waterfront trail.

Waterfront Village – The presence of a very active Trade Centre to the north would present major opportunities for Ontario Place. The very large number of year-round uses and increasing tendency of Trade Centre patrons to combine business with recreation would increase visitation to existing facilities as well as assist in developing permanent revenue-generating uses for several potential new features.

A "Waterfront Village" is being considered by Ontario Place for the area around the east basin and the helipad; it would consist of restaurants and shops that could probably be open year-round if activity increased sufficiently. This would also provide a wonderful location for a waterfront inn type of hotel, perhaps on the route south from Exhibition Place.

Perspective of Waterfront Village at Ontario Place

The Marine Museum would also be a proper and independent component of the village, building on the presence of HMCS Haida. The basin could also become the home for the Ned Hanlan and numerous other interesting craft. The visibility of this area and the connection to the city would be greatly enhanced by the proposed looping of Lake Shore Boulevard south along the water's edge. A pier could provide the water entry point for the central section of Garrison Common and link to any water-borne transit system that might be developed.



Perspective of Ontario Place East Basin

Large Screen Cinema Complex – General use of the pods and other facilities at the western end of Ontario Place would be increased by the overall higher level of activity in Garrison Common and the improved accessibility provided by the internal transit system and better connections to the mainland. However, appropriate use of this area still appears to require the addition of a popular attraction.

One very interesting possibility is to build on the growing strength of Ontario Place as a venue for large format films. The existing Imax Theatre and the 3-D Theatre – the first in the world and a showplace of Ontario technology – could be augmented by Omnimax, as well as the new generation of Imax technologies like Solido and Magic Carpet. This would create a large screen complex that would fit very well into the mix of attractions offered by Garrison Common.

This complex would become a part of the ensemble of existing buildings, one of the finest modern architectural compositions in the city, if not the world. It could also be designed as an additional pod to solve one of the more difficult problems of the site – the length and winter discomfort of the central connection to the mainland.

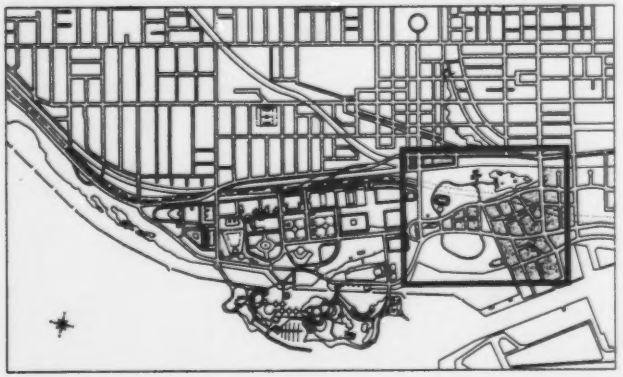
Existing Connection to Mainland

6.4.2 ISSUES AND OPTIONS

Creation of a Fourth Island – Several suggestions have been made for using lakefill to create a new island or extend existing islands. This proposition appears both unnecessary and undesirable. If lakefill is to be undertaken, it should be only after the most rigorous environmental analysis and only if clear benefits to the local ecosystem can be achieved. Lakefilling, other than minor shoreline adjustment, does not seem appropriate on the eastern side of Ontario Place, because it would reduce an already congested area for boats. While there may be some environmental benefits to lakefill, it does not seem warranted in purely land-use terms, given that an adequate area already exists for the projected requirements both of Ontario Place and of Garrison Common.

Lake Shore Boulevard Realignment – In order to lower traffic speeds and provide a richer visual experience, it is proposed that Lake Shore Boulevard be redirected to the south alongside the HMCS Haida. This realignment would have the effect of relocating an important Ontario Place parking lot north of Lake Shore Boulevard. Such changes would permit better integration between Ontario Place and Exhibition Place; the hard surface area could also play a useful role in the CNE and similar events. This year, for example, it has been home to the Cirque du Soleil. These changes need to be co-ordinated with the overall parking strategy so that it does not have a negative impact on Ontario Place revenues or operations.

FLEET STREET



The Fleet Street district consists of the area north of Lake Shore Boulevard, west of Bathurst Street, south of Fort York, and east of Strachan Avenue.

7.1 PLANNING FRAMEWORK

Currently, the land is the site of the vacant Molson's complex, open lots, and abandoned rail lines. Park space is generally under-used. The area is highly appropriate for redevelopment, primarily for residential and mixed use. The proposed planning framework is illustrated in the Fleet Street Concept Plan (see Figure 29).

Open-Space Network – There should be a strong open-space link at the east side of Garrison Common, between Coronation Park and Fort York along Strachan Avenue, to make Strachan the major connection north to the city and to the proposed consolidated GO station. Generous sidewalks would be needed to carry large pedestrian volumes, and fine landscaping would be necessary to draw the green waterfront up towards Trinity Bellwoods Park.

Princes' Gates Square – A ceremonial square should be created in front of the Princes' Gates to act as a termination of the Esplanade, a street that will link Garrison Common to the major features of the downtown core. This square would also permit easy crossing to Coronation Park, a lovely but inaccessible waterfront asset.

Lake Shore Boulevard Realignment – Lake Shore Boulevard, redesigned as a four-lane boulevard, possibly with the LRT running along the median, should be shifted slightly to the south in order to create the ceremonial square while preserving views of the gates.

Waterfront Trail – The waterfront trail should be brought along the water's edge from Harbourfront to Ontario Place. If HMCS York's building becomes available for more public use, it would be appropriately used as a water sports, recreational, and training centre. Although it has been considered a site for the Marine Museum, its poor accessability, lack of available water lot and fewer connections to adjacent activities make it less desirable than a site at the Ontario Place east basin.

Primarily Residential – The area between the Esplanade and Lake Shore Boulevard should be developed as a street-and-block structure, primarily for housing, although hotel or public uses would seem appropriate for the block immediately east of the square.

Scale of Development – The scale of development should be consistent with that of the Bathurst/Spadina neighbourhood and compatible with surrounding open spaces, between eight and 12 storeys in height, and designed to establish a strong urban front along both the Esplanade and Lake Shore Boulevard (see Figure 30). This plan could yield approximately 2,500 to 3,000 new units, a very welcome residential addition to this section of the waterfront.

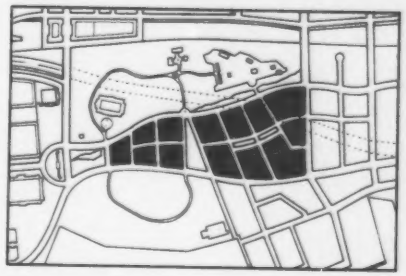
View Corridors – There should be view corridors from Fort York to Bathurst and Stadium Road and a generous open space and view connection to Coronation Park. The proposed street structure between Lake Shore Boulevard and the Esplanade has the attraction of establishing desired view corridors and utilising existing intersections.

7.2 ISSUES AND OPTIONS

Public- and Private-Sector Co-operation – From a comprehensive planning perspective, land ownership is currently divided very awkwardly among several private owners, the City of Toronto, which owns Fleet Street, and Metro, which is the owner of Gore Park. Public and private owners have the ability to frustrate each other's plans and a high degree of public/private co-operation will be required to achieve public objectives and realise private development potential. Exchanges of land ownership should be undertaken, as the Province has recently done in the York City Centre, through a memorandum of understanding which fairly allocates development potential to the existing owners and establishes an equitable market basis for the required land exchanges. For example, Metro's very attractive and immediately available holdings in Gore Park could be a powerful incentive for active private-sector co-operation.

FIG. 29
Fleet Street Concept Plan

FIG. 30
Fleet Street Height Plan



■ 8 to 12 storeys
▬ Street Wall

Open Space – A more detailed design study should review the specific size and location of open-space connections, in particular the proposal by the City of Toronto to create a broader central connection south of Fort York. However, it is easy to underestimate the scale of this area. In the proposed Preliminary Master Plan, Princes' Gates Square alone is larger than Nathan Phillips Square; the central boulevard is twice the width of University Avenue. A broader open space would be a marginal amenity and might isolate any development to the west.

Higher Density Development – An intermediate development height and massing have been proposed in the master plan as a transition from the Railway Lands to Exhibition Place and Fort York. Proposals for a higher-density built form, involving taller buildings in the centre of the block, have been made. These should be reviewed to assess their impact on adjacent open space and on the historic character of the area.

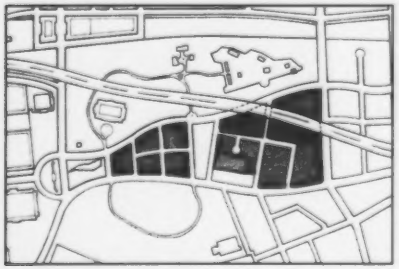


FIG. 31
Option Retaining Molson's Building

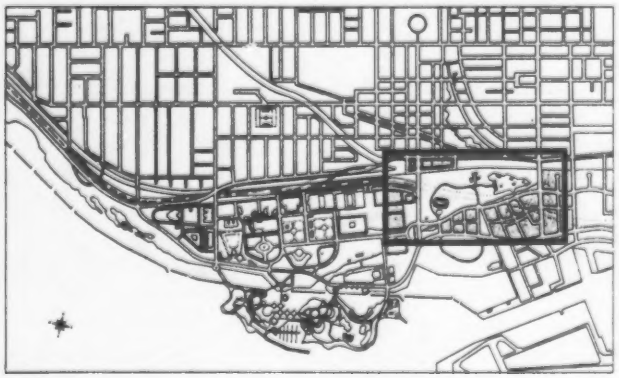
- 8 to 12 storeys
- 15 storeys with blank wall facing Gardiner Expressway
- Street Wall

Retaining the Molson's Building – The owners of the Molson's site have indicated their interest in retaining the central section of the Molson's building complex. A singularly unattractive structure, it may nonetheless be of some interim utility. Leaving the building would necessitate adjusting the street and central open-space system in plausible, if less attractive, ways. If the main building is retained, amendments to the street system could be made, but long-term ability to achieve the aforementioned view corridors should be secured.

Phasing of Development – A decision on the vertical and lateral alignment of the Gardiner will have a large design and phasing impact on the northeastern development parcels. There should be some final resolution of this issue before development can occur there. However, an immediate phasing program is possible on the Gore lands and, after Fleet Street is relocated, on some of the more southerly parcels.

Displacement of Trees – The proposed alignments of Lake Shore Boulevard and the Esplanade have been designed to have minimal impact on the tree plantings in the area. Some cutting or moving may be necessary and a careful study is required to assess the ways in which the impact could be minimised. None of the memorial trees which were planted in Coronation Park by the "men of the trees" to commemorate the units of the Canadian forces which fought in World War I would be affected.

FORT YORK



The Fort York district consists of the area south of the track corridor and north of the extended Esplanade, bounded on the east by Bathurst Street and on the west by Strachan Avenue. The district includes Fort York, the Armoury, and the Military Cemetery.

8.1 PLANNING FRAMEWORK

At present, Fort York is the most inaccessible major feature of the Toronto waterfront and is thus precluded from playing the role it should. However, liberating the fort from its isolation is not a simple matter: transportation, urban design, and programming interventions are necessary. The following Fort York Concept Plan is proposed (see Figure 32).

The Esplanade – Extending the Esplanade west of Bathurst Street would locate Fort York on what should become a major ceremonial drive of the city, from the Princes' Gates to SkyDome, the CN Tower, the Convention Centre, and Union Station. Establishing Fort York on this new route would, by itself, transform the fort's visibility and presence and would alter people's awareness and perceptions of it. The Front Street extension would also provide wonderful views of the fort from the north.

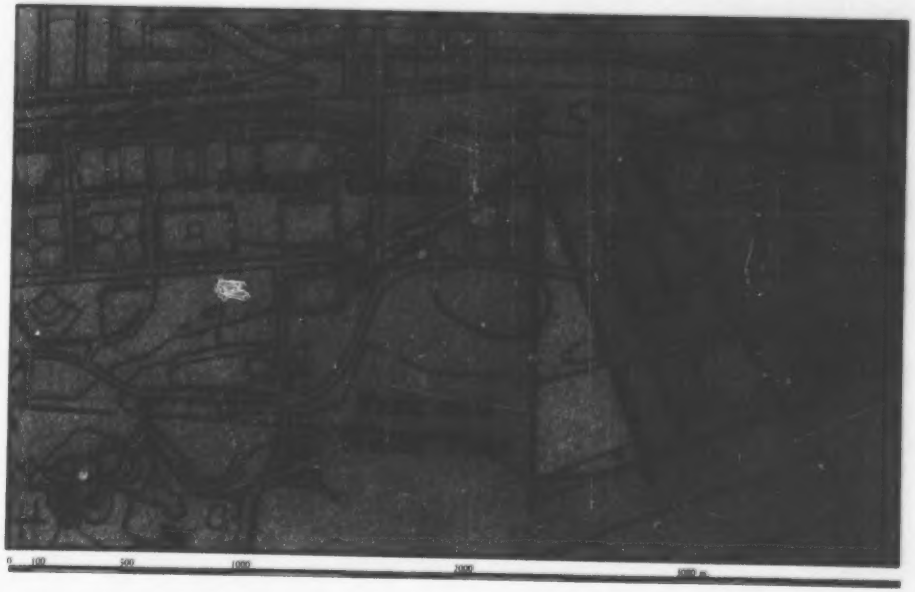
Bathurst/Esplanade Intersection – In order to provide the best possible view of the fort – looking up, rather than down, at the ramparts – the Bathurst/Esplanade intersection should be designed at the lowest possible elevation and located as far south as is consistent without passing under the structural supports of the Gardiner (assuming it is to be retained). A water feature, reminiscent of the original Toronto shoreline, would both enhance the view from the Esplanade and direct visitors to access points further west.

Open-Space Corridor – In addition to being major historic features, Fort York, the Military Cemetery, and the area between them are an open-space resource for the district and a major element in a linked park and green corridor from the waterfront to Trinity Bellwoods Park. Currently, landscaping is neither rich nor related to the historic role of the fort, and a program of landscape improvement, perhaps a heavily treed naturalistic landscape, is essential. With these improvements and connections along Strachan Avenue and south to Coronation Park, a very large and useful green area can be created.

View Corridors – The ability to see significant features of the geography and development of the city from the fort, and views to the fort can be improved either with or without major modifications to the Gardiner (see Figure 33). Developing vacant lands on all sides would frame the fort within the urban area. If building scale is not excessive, this effect could be very attractive. However, views of the lake recalling the original function of the fort and the classic postcard view through the ramparts to the downtown, which constitute such a distinctive continuum of past and present, should be protected throughout the development process.

FIG. 32
Fort York Concept Plan

FIG. 33
Fort York View Corridors



8.2 ISSUES AND OPTIONS

Gardiner Expressway – This proposed Garrison Common Plan would greatly improve Fort York's accessibility and visibility. It would not, however, mitigate the strong negative impact of the presence of the elevated Gardiner Expressway. There is no question that the fort suffers from the incongruity of being under the expressway – it is hard to conjure up 18th-century Upper Canada when traffic is thundering overhead. Removing this section of the Gardiner would undoubtedly transform the site, restore something of the tranquillity of its original location, and facilitate the important flow of open spaces from the waterfront. However, other than enabling better residential development of the northern parcels of the Fleet Street lands, and perhaps somewhat increasing the number of visitors to the fort, there would be only limited direct financial benefit accruing to the area by demolishing this section of the Gardiner.

The Fort York Armoury – The adjacent Fort York Armoury, currently the home of several famous Toronto reserve regiments, offers a remarkable opportunity to utilise a building of military significance to broaden the overall Fort York experience. The Armoury could be the primary entrance to the Fort York park and become a more comprehensive military museum for Toronto, celebrating the city's defence contributions without disrupting the current operational use of the building. It might also accommodate the Lancaster bomber and other military hardware now poorly located on the waterfront. The size of the clear space inside the Armoury building offers wonderful opportunities for many different types of displays and exhibitions.

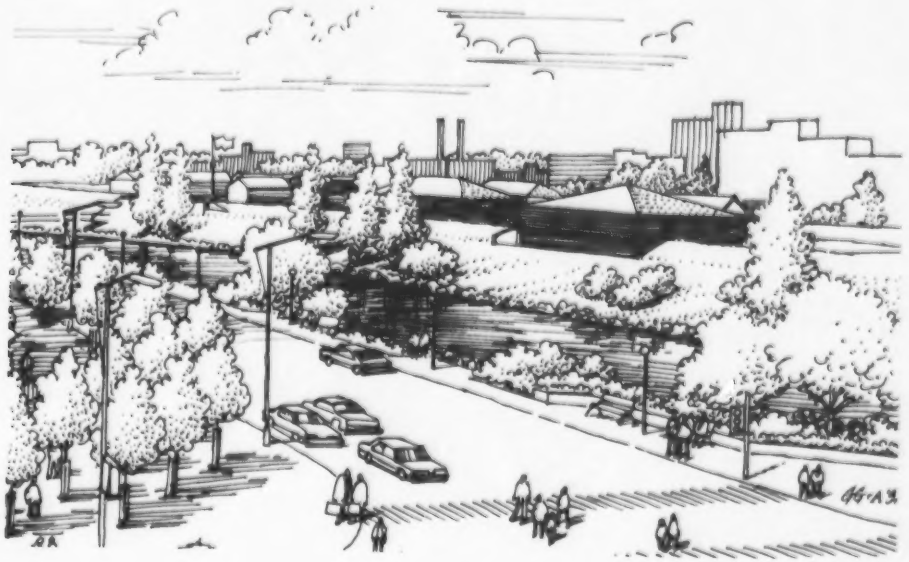
The Military Cemetery

The Armoury building presents another opportunity: located on Princes' Gates Square, it could form a walk-through pedestrian link from the high activity of Exhibition Place and Ontario Place to the fort itself, particularly if the Gardiner remains in place. The Armoury would direct visitors from Princes' Gates under the Gardiner and through to the fort grounds.

Tourism – At present, Fort York receives only about 60,000 visitors each year, the great majority of whom are school children. However, if this plan is adopted, it will have a higher profile and be more readily accessible, which should attract greatly increased numbers of visitors. The development of the Trade Centre, a new GO station, and the overall regeneration of the district would also add to the visibility and popularity of the fort.

It is important that the visitor's experience be worth the public expenditures necessary to bring it about. Potential new visitors will be sophisticated about historical sites and will likely have experience of comparable facilities elsewhere in the world. To take proper advantage of the new accessibility and attract visitors from elsewhere in the area, an energetic marketing and tourist development strategy should be found, to realise the fort's potential contribution to Garrison Common.

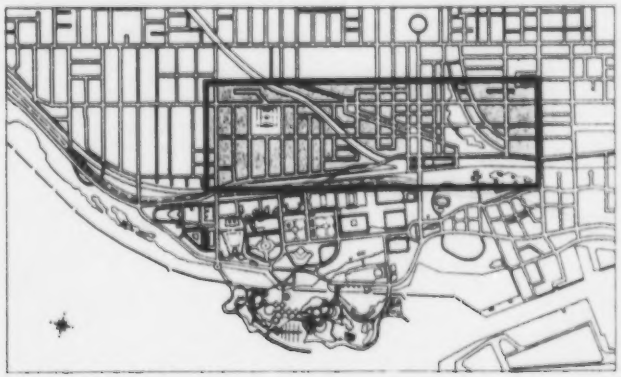
Perspective of Fort York



Visitor Centre – If the number of visitors to Fort York is to increase greatly, an orientation and interpretation centre is required to replace the current building, which is inappropriate and too small. Properly co-ordinating this new visitor centre with any proposals for the Fort York Armoury would provide convenience without duplication. The 1993 bicentenary of the founding of the fort offers just such an opportunity to involve current regimental users of the Armoury and determine the proper facility siting, size, and visitor circulation pattern that would give a comprehensive experience of Fort York. A site immediately north and west of the fort entrance would seem best, and would connect to the future GO station.

View to Downtown – Even if this section of the Gardiner were to be demolished for the benefit of the fort, it should not be at the expense of the extraordinary view one sees on arriving in the city, which is provided by the elevated Gardiner as it passes through Garrison Common. The panorama of the downtown, second in the sequence after the distant vista around Humber Bay, is one of the primary images of the city. If the Gardiner is removed, the Front Street extension should be designed with these views in mind.

Northern Reindustrialisation Area



The Northern Reindustrialisation Area consists of the area north of the track corridor that is in or adjacent to the industrial lands and transportation corridors.

9.1 PLANNING FRAMEWORK

Land use in this very large and complex area is in the process of transition, a process already under way in the King Business Centre. However, its greatest potential as a new, innovative industrial district and an expanded residential area can be unlocked by the major transportation changes possible to the Gardiner/Lakeshore Corridor and to the GO lines, as described earlier. Major private-sector investment opportunities exist, but can be realised only with careful public/private co-operation.

The proposed planning framework is illustrated in the Northern Reindustrialisation Area Concept Plan (see Figure 34).

Strachan Avenue – Strachan Avenue would become the principal north-south street of the district, linking Ontario Place to Trinity Bellwoods Park and establishing the location of the consolidated GO station. Nearly all the land on both sides of Strachan from the lake to King Street is either publicly owned or in large assemblies, making development of a generous landscaped street easily possible.

Consolidated GO Station – The proposed consolidated GO station at Strachan Avenue would become the second most accessible regional transit location in Metro, providing an advantageous location for urban regeneration that must not be wasted. The station itself would provide the opportunity for a system of pedestrian connections in all directions across the barriers of the railway tracks. It would also be designed to operate as a streetcar and bus hub for the entire Garrison Common area. Every effort should be made to locate the station in a way that connects readily to surrounding areas and facilities and makes the station itself the focus of development and open space. A station split between the two GO lines or located too far east would not have the same benefits.

Across-Track Links – Wherever possible, the formidable barriers presented by the transportation corridors should be breached. Dufferin Street, once the jog at Queen was eliminated, would become an important north-south street at the west end of Garrison Common, and its significance should be reflected in landscaping. East of Dufferin, the number of crossings depends on the specific Gardiner design. Extending Jefferson Avenue under the railway tracks would make it possible to have the open-space and pedestrian link between Lamport Stadium and Exhibition Place, as well as having the potential to offer truck and bus access south.

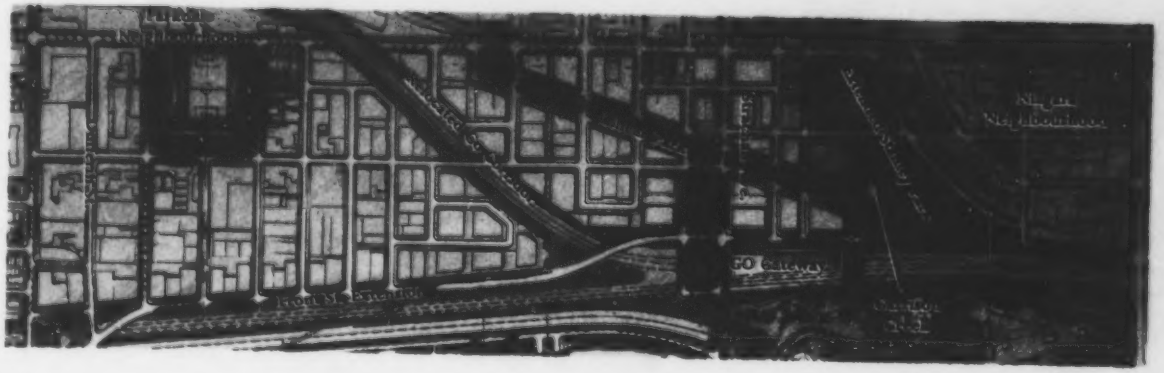
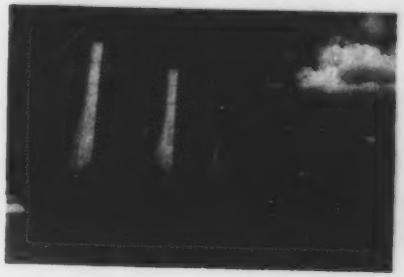


FIG. 34
Northern Reindustrialisation Area Concept Plan

Extension of the City Grid – Within the basic structure defined by the open-space system, the realigned GO tracks, and the Front Street extension, redevelopment of the area should be promoted around the traditional Toronto street, block, and open-space system. There are numerous possible variations of the grid pattern. The one proposed in the plan generates the most effective block shapes and offers the richest urban design opportunities.

Reindustrialisation – This district is large enough to accommodate a range of land uses, but it should be developed primarily, at least in the area west of Strachan, as a location for creating employment in new sectors of the regional economy and accommodating growth generated by the Trade Centre. This area's new accessibility to the region would make it genuinely competitive with suburban and ex-urban locations where such development has traditionally occurred.



Development should be on a scale consistent with that of the King Business Centre. Along Strachan Avenue and around the GO station, buildings should be from ten to 15 storeys in height, appropriately designed around the street and open-space system. In other parts of the district, a somewhat lower scale would be appropriate.

At this scale, development could generate very substantial employment opportunities, with the potential, when it was fully built, for between 15,000 and 20,000 jobs. To support the reindustrialisation strategy, appropriate zoning and land-use controls would be needed to permit both a proper range of strategic reindustrialisation and trade-sector activities and restrictions on traditional general office uses.

Open-Space Network – The major changes in land use for this area permit establishment of a unique open-space system in advance of development. The expansion of the Stanley Park area south to Fort York on what is almost entirely public land, and the definition of an open-space spine along the former track corridor, would provide a generous green frame for a new mixed-use neighbourhood.

Perspective of Landscaped Track Corridor

Residential Development – The area to the east of Strachan Avenue should be primarily residential, acting as an extension of the Niagara neighbourhood and structured around the expanded Stanley Park. A higher scale of development, from eight to 12 storeys, would be possible along the Strachan frontage up to King Street, but a significantly lower scale, from four to six storeys, would be appropriate within the fabric of the existing residential neighbourhood. Such a built form could ultimately accommodate approximately 500 to 1,000 new units in the entire district.

Raising the Level of Front Street – As a consequence of extending Front Street and the new local street systems, the street level north of the tracks would be raised as much as six metres (20 feet) in some places, offering the potential for underground parking, truck marshalling, and bus storage that could be of enormous benefit to all areas of Garrison Common. A commuter parking reservoir located under Front Street and linked to the transit system is a particularly interesting possibility because use of it would mix well with the Trade Centre and recreational uses. Underground loading, marshalling, and storage for the many large vehicles that would use the area would be particularly helpful in creating a surface level in Garrison Common unencumbered by parking and idling trucks and buses.

Raising the level of Front Street could also provide an opportunity for the re-use of any excavated material generated by the development program in Garrison Common and elsewhere downtown. Initial calculations suggest that some two million cubic metres (70,630,000 cubic feet) of fill could be accommodated, roughly the total amount excavated downtown in two years.

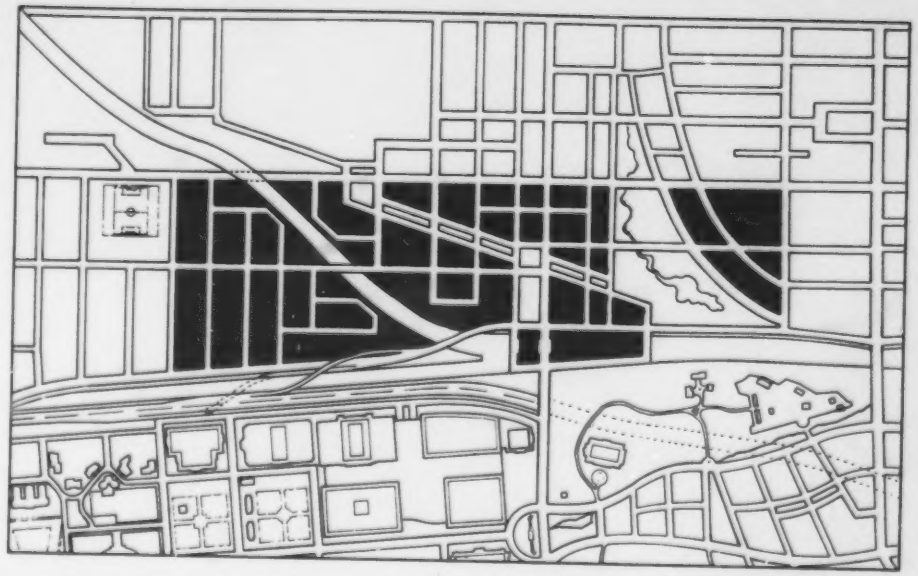


FIG. 35
Northern Reindustrialisation Area Height Plan

- 4 to 6 storeys
- 6 to 8 storeys
- 8 to 10 storeys
- 10 to 15 storeys
- Street Wall

Greater Residential Development – The plan proposes an emphasis on non-residential use in much of the area, but it is possible that housing could be encouraged west from Strachan to the relocated track corridor. While such development would produce a lot more housing – perhaps enough for an additional 1,000 units – it could also be regarded as inappropriate for sites well suited to other uses, close to the GO station and the Trade Centre. This is especially true when one considers that the master plan offers the potential for so much residential development elsewhere.

Impact of Traffic – The proposed scale and form of non-residential buildings are appropriate economically and would generate high levels of local employment. The impact on traffic of such development could be significant, although improved direct access to the high-capacity arterial system should accommodate such demands. Proper traffic studies will be required.

Impact of the Front Street Extension – The detailed design of the Front Street extension will have a major impact on the area. The master plan indicates a street that has both arterial and local service capacity, and any tension between the two functions will have to be resolved. Front Street will also play an important symbolic function, effectively becoming the front door of the city in the west. It must, therefore, be of quality design.

The alignments for the proposed Front Street extension may have a negative impact on a large local employer. It is important that appropriate steps be taken to see whether the company and its jobs can be protected.

Implementing the Plan for Garrison Common

10.1 How to Realise the Potential of Garrison Common

The proposed Preliminary Master Plan is ambitious but can be achieved using public and private resources that are realistically available for this section of Toronto. Implementation of the plan will involve four basic elements:

- *co-ordination of planned capital projects;*
- *involvement of private-sector developers;*
- *changes in the procedures by which agencies operate;*
- *funding of new capital projects.*

This section identifies the specific ways of implementing the proposed projects and programs. It also deals with the role that Expo '98 might play in making the new Garrison Common possible. Finally, suggestions are made regarding the structure and processes necessary to achieve the plan.

10.2 Co-ordination of Planned Capital Projects

The primary mechanism for implementing the Garrison Common Preliminary Master Plan will be the co-ordination of projects currently being planned by governments, public agencies, and the private sector. These projects, implemented collectively, would substantially realise the new vision for the area contained in this document.

Trade Centre Complex – The area designated by Metropolitan Toronto for the Trade Centre complex encompasses the entire east end of Exhibition Place. The Centre will be financed through a combination of public-sector funds from Metro and the senior levels of government, and substantial participation by the private sector. The exact funding structure will not be known until early 1992. While justification for such funding will be made on the basis of regional economic development, the immediate effect on the site of the complex can bring maximum benefits to Garrison Common. The scale and impact of the proposed Trade Centre will be large enough that it alone will restructure the area's physical character and activity patterns. The urban design, landscaping, environment, and infrastructure of the Centre can be used to meet the objectives of this Preliminary Master Plan.

Permanent Pavilions and Activities – The plan's proposal to dedicate existing pavilions and new infill buildings at Exhibition Place to permanent uses can be achieved, either on the usual business basis or by securing independent public funding specifically related to their use. Response to Exhibition Place's calls for proposals for these structures suggests that private entrepreneurs are increasingly interested in such opportunities. That interest will only increase as activity grows throughout Garrison Common.

In those buildings with no historic or architectural significance, such as Exhibition Stadium, the level of permanent public or market demand should determine whether they are retained or demolished.

Waterfront Village – The Waterfront Village proposed for the east basin of Ontario Place should be undertaken privately or not at all. While elements of the concept, a fine permanent waterfront restaurant, for example, could be started immediately, the balance of the village would have to wait for the Trade Centre and the improvements in transit and general activity that will accompany it.

Large Screen Cinema Complex – The economics of a large screen cinema complex are unknown, although there is increased interest world-wide in developments at the leading edge of visual entertainment technology. A proper market study should be undertaken, which would also assess the role Ontario's existing technology base could play.

Fort York – The Toronto Historical Board is now developing plans for the fort and the proposed visitor centre, for which public funds appear to be in place.

Front Street Extension – A revised alignment for the Front Street extension is now under study by the City of Toronto. It is not yet clear whether the level of environmental approvals and funding commitments made for Metro's approved alignment would continue to be applicable.

However, preliminary estimates made by the Strachan Rail Action Group suggest that the Front Street alignment and rail relocation proposals made in this plan should be of the same order and magnitude of cost as Metro's original plans.

Most important, however, the Front Street extension project would be changed from being purely related to regional transportation demand to being designed to accommodate regional traffic in a regenerated district, putting in place many of the infrastructure requirements for the Northern Reindustrialisation Area.

Waterfront LRT Extension – The extension of the waterfront LRT is proposed as part of the TTC's overall "Let's Move" program. The study now under way will determine the proper alignment and revenue potential of such an extension. Implementing it is critically important for Garrison Common and can be done in a way that achieves many of the plan's street and landscaping objectives.

10.3 Involvement of Private-Sector Developers

Two areas of Garrison Common are expected to be developed, in the main, by carefully directed private interests. Both the Fleet Street and Northern Reindustrialisation areas offer attractive private-sector development opportunities, and there are groups of interested private developers willing to proceed. Achieving the master plan objectives will require a higher level of public/private co-operation than has characterised so much large-scale development planning in Toronto. Two mechanisms should be used to achieve that co-operation. First, the City and Metro can employ the statutory mechanisms of the Planning Act to distribute local infrastructure costs to the private sector on a reasonable basis; second, the availability of substantial, well-located public lands provides a powerful incentive – and may even be a necessity – for those in the private sector to achieve their goals within a common framework.

10.4 CHANGES IN THE PROCEDURES BY WHICH AGENCIES OPERATE

Many of the public access, environmental management, and urban design objectives of the plan can be achieved by changing the operating and management procedures of existing agencies. (For example, the free entry policy at Ontario Place should be implemented all year long.) The policies for grounds management should follow the more naturalistic environmental approach espoused in the plan. Bringing a greater sense of place, beauty, and order to buildings and open space is a matter of demanding the highest possible quality in all aspects of management and implementation.

These and similar changes can be made in operating style and budgets, rather than through major capital works.

10.5 FUNDING OF NEW CAPITAL PROJECTS

The Garrison Common Preliminary Master Plan does include several new elements for which no clear capital or operating funding or potential private investment exists at present. Those are listed below, with capital cost estimates. The principal programs for which new money may have to be found are the environmental improvement program and reconstruction of the Lake Shore/Esplanade road system. Some portions of these could probably be apportioned to major public- and private-sector projects, and others can be attached to existing proposed capital budgets, but no specific allocation has been made for them.

The level and apportionment of money to implement the Garrison Common Preliminary Master Plan are presented in the following table. The estimated costs to implement the Plan are expressed in 1991 dollars, and are for illustrative purposes only. More detailed costing of the project elements will be conducted at the time when detailed design work is undertaken in the future. It should be noted that the cost estimates prepared for the environmental elements are for common area landscape improvements in Garrison Common only and do not include costs for programs such as: coastal engineering structures and protection, engineering requirements such as fill, parking, lighting, site architectural features (i.e. bandshell, amphitheatre), or environmental clean-ups of contaminants which may be associated with site-specific projects (the cost of which will be borne by these projects).

FIG. 36 ESTIMATED COST OF ENVIRONMENTAL AND TRANSPORTATION IMPROVEMENTS

SUMMARY OF COSTS ATTRIBUTABLE TO PROJECTS ALREADY PLANNED

A total of $9.0 million in capital works is directly associated with the major road works already planned for in the area. This sum is not attributable specifically to the plans for Garrison Common.

	Cost (in $ millions)
Transportation Corridor Median:	
To be funded as part of LRT extension:	
• ***Woodland revegetation, meadows, wetlands, stormwater management ponds.***	$5.0
Railroad Corridor:	
To be funded as part of Front Street extension:	
• ***Woodland edge, interpretive nodes.***	$4.0
	$9.0

SUMMARY OF COSTS ATTRIBUTABLE TO NEW PROJECTS

Of the total of $81.5 million in new project costs, $34.0 million would be associated with projects to be undertaken by existing operating authorities (i.e. Ontario Place and Exhibition Place), $16.0 million would be attributable to projects to be funded 100% by the City or Metropolitan Toronto, and $31.5 million would be associated with projects to be funded by the public sector with some potential assistance from the private sector. These new project costs would not necessarily be undertaken in one short time span, but would more likely be expended over a 5- to 15-year period of staged capital works.

	Cost (in $ millions)
Ontario Place:	
• ***Waterfront trail, woodland revegetation, open parkland, interpretive nodes.***	$10.0
• ***Allowance for 2 vehicular and pedestrian connections.***	$5.0
Exhibition Place Grounds:	
• ***Waterfront Trail, woodland revegetation, symbolic shoreline, interpretive nodes.***	$12.0
• ***Landscape setting for pavilions.***	$7.0
	$34.0

To be funded through the budgets of existing operating authorities:
The capital and operating costs attributable to the improvements and ongoing maintenance and upgrading of Ontario Place and Exhibition Place should be phased in over a period of 5 to 10 years at the rate of $3.0 to $7.0 million per year. This annual expenditure is likely to be reduced in net terms as a result of new revenues generated by privately financed projects within their grounds.

SUMMARY OF COSTS ATTRIBUTABLE TO NEW PROJECTS (continued)

		Cost (in $ millions)
To be funded 100% by City and/or Metropolitan Toronto: *The following projects entail desirable landscape and environmental improvements for large public areas within and bordering Garrison Common. These projects would not be implemented in their entirety in the short term, but rather, they would most appropriately be undertaken as part of a larger phased program of planned improvements to be conducted over the longer term.*	**Coronation Park:**	
	• ***Waterfront trail, woodland revegetation, open parkland, and interpretive nodes.***	$5.0
	Street Tree Planting:	
	• ***Along Strachan, Bathurst, Lake Shore Blvd., Dufferin, Jefferson and Jameson.***	$5.5
	Fort York:	
	• ***Waterfront trail, woodland revegetation, boardwalk, open parkland, stormwater management ponds, symbolic shoreline, and interpretive nodes.***	$5.5
		$16.0
To be funded by the City with capital assistance from development charges: *The required improvements are all, in varying degrees, of benefit to the developers of private-sector owned properties in the vicinity and, therefore, the costs should be shared equitably between the private and public sectors using the Development Act provisions, and the provisions under Section 41(3) of the Planning Act. These projects can be phased in over time as they are required and are capable of being funded.*	**Road Improvements:**	
	• ***Within Exhibition Place grounds***	$6.5
	• ***Lake Shore Blvd. alterations***	$7.5
	• ***Princes' Gates Square***	$2.5
	• ***Dufferin Street extension to Lake Shore Blvd.***	$2.5
	Stanley Park Connection:	
	• ***Garrison Common Trail, woodland revegetation, wildflower meadows, open parkland, stormwater management ponds, street trees, interpretive nodes.***	$7.5
	Black Creek Connection:	
	• ***Trail, woodland revegetation, open parkland, interpretive nodes.***	$5.0
		$31.5

In summary, an estimated $9.0 million of capital improvements to the transportation corridor in Garrison Common are already planned and budgeted for in existing works budgets. Of the additional $81.5 million in new project costs which would be directly attributable to the Garrison Common Plan, an estimated $31.5 million would be eligible for funding in whole or part through the provisions of the Development Charges Act. Under the assumption that approximately one-third of the $31.5 million would be funded through revenues raised by development charges, a net total of some $71.0 million would need to be funded by the public sector. Based on this $71.0 million cost, and assuming the projects would be implemented on a phased basis over the next 10 to 15 years, the average annual cost to the public sector for implementing the Garrison Common Preliminary Master Plan is estimated to be in the order of $4.7 to $7.1 million.

10.6 EXPO '98

During the course of the study, serious consideration was being given by the Province and Metro to submitting a bid for Expo '98, a Class B World Fair, sponsored by the Bureau International des Expositions. Such a World Fair would be limited, under BIE regulations, to 25 hectares (62 acres).

If the Expo '98 bid were successful, it would greatly assist in realising the goals of the plan – which is why it should be pursued. In other words, Expo should be a means to an end, not an end in itself.

A successful bid would have three specific benefits:

- ***The prospect of presenting Garrison Common to an international audience would make clear the need for the highest standard of building and landscaping design, which might be more difficult to achieve within normally available budgets. This is particularly true of the proposed Trade Centre complex.***

- ***Several projects that might not easily find funding under conventional operation, such as the monorail, the new Ontario Place bridges or the theme landscape gardens, would more likely be realised.***

- ***Perhaps most important, the almost impossibly difficult approvals process under which the site is now regulated, and the independent and often contradictory responsibilities of government agencies, would be set aside in favour of comprehensive planning and implementation.***

10.7 APPROVING THE PLAN

The current system of government planning and environmental approvals is so lengthy and unco-ordinated – and its outcome so uncertain – that it is unlikely any comprehensive master plan for this area could be implemented in a conventional fashion. Moreover, the fact that all four levels of government own land in the area creates a further layer of decision-making complexity.

Given that the majority of Garrison Common is in public hands, it is incumbent upon these governments to plan to implement the Preliminary Master Plan effectively and comprehensively. Governments may choose to leave the processing of planning approvals for the master plan with the City of Toronto and the statutory documentation with Metropolitan Toronto, as managed by their planning departments. Such a conventional process would still leave environmental approvals with a third jurisdiction, the Province. Capital project approval would rest largely with the Province and Metro, and all four levels of government have land disposition decisions to make.

If the conventional statutory routes are to be followed, it is essential that prior agreement be reached on the co-ordination and integration of those processes. One government body should be appointed as the acknowledged lead agency for approvals. Lower levels of government should consider sanctioning the use of planning powers by senior levels to facilitate implementation of an approved plan.

The structure of planning and implementation necessary to successfully carry out the plan should resolve, not exacerbate, these jurisdictional divisions, because, ultimately, all levels of government are responsible to one body of people: the citizens ot Toronto. Therefore, serious consideration should be given to creating a new structure or structures for planning, regulating, implementing, and managing the development of Garrison Common.

That structure might be based on the following considerations:

- ***A recognition of the legitimacy of the process followed so far by the Royal Commission in this planning and environmental review, including the exploration of options and the adoption of an ecosystem approach.***

- ***The opportunity for formal comment by all levels of government, all citizens, landowners, and other interested parties on this Preliminary Master Plan.***

- ***Following that comment process, a review of reactions to the plan, along with the findings of the ongoing transportation and Trade Centre studies, would be integrated into a Final Master Plan.***

- *The Final Master Plan would be adopted as policy by the four levels of government – again after they had given the public an opportunity to comment – to provide a level of certainty for public- and private-sector decision-making.*

- *All levels of government would enter into a formal partnership agreement, potentially sponsored by the proposed Regeneration Trust, which would allocate responsibility among them for planning and environmental approvals, implementation of transportation projects, management of grounds and facilities, and all other components of the plan; this agreement would be negotiated by all parties. Targets for delivery of approvals would be established.*

- *Appropriate capital and operating commitments would be made by each level of government. Negotiations would be undertaken with private owners for reallocating land ownership and development rights; the certainty of planning approvals would be a major inducement in obtaining their agreement.*

- *Responsibility for long-term management of the area would be allocated on the basis of function, rather than on historical patterns of responsibility. In particular, two functional areas can be identified: tourism and recreation; and trade and economic development. Under these categories, for example, Ontario Place, the non-trade aspects of Exhibition Place, Fort York, and, potentially, even Harbourfront would share common management, long-range strategic planning, and allocation of capital funding. Trade functions would be developed, managed, and promoted in concert with other economic development activities, and strongly co-ordinated with activities at the Convention Centre and perhaps even SkyDome. It would seem sensible ultimately to formalise these functional groupings into formal intergovernmental corporations, giving them the mandate and responsibility for realising Garrison Common's extraordinary potential.*

- ***Immediate first-phase projects would be fast-tracked, with the appropriate level of government being assigned a responsibility for implementation acknowledged by the others. Such first-phase projects might include:***

  - ***Construction of the waterfront and canoe trails;***
  - ***Stanley Park extension;***
  - ***Urban reforestation;***
  - ***Fort York visitor centre and park;***
  - ***Lake Shore Boulevard redesign;***
  - ***Front Street extension;***
  - ***GO station;***
  - ***Year-round Ontario Place;***
  - ***Trade Centre.***

"IF WE REST, WE RUST."

John G. Kent, Managing Director of the CNE
Canadian National Exhibition Herald, April 14, 1924

Acknowledgments

We would like to thank the following Steering Committee members for their contribution to the Garrison Common planning process.

Royal Commissioner on the Future of the Toronto Waterfront

Hon. David Crombie, Commissioner
Mr. David Carter, Senior Director of Special Projects
Mr. William Roberts, Senior Director

Federal Government

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Mr. Harry French, Assistant Deputy Minister, Ministry of Tourism and Recreation
Mr. Gerry Johnston, Assistant Deputy Minister, Ministry of Transportation and Communication
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Mr. Jim Merritt, Director of Central Region, Ministry of the Environment
Mr. Max Beck, General Manager, Ontario Place

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Mr. Robert Ferguson, Commissioner of Works, Works Department
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Mr. William Duron, President, Metropolitan Toronto Convention and Visitors Association
Mr. John Maxwell, President and Chief Executive Officer, Metro Convention Centre
Mr. R. Scott James, Managing Director, Toronto Historical Board
Mr. Brian Conacher, Chief Executive Officer, Royal Agricultural Winter Fair

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